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ABSTRACT

This document contains three publications from a study of the training and educational requirements prerequisite to licensure as a peace officer in Minnesota. The first report consists of eight chapters. Chapters 1-3 contain the following: (1) historical review of the development of law enforcement education; (2) the advantages and disadvantages of college for peace officers; and (3) a discussion of how education affects the evolution of an occupation into a profession. Chapter 4 describes the current operation of the professional peace officer education system, outlining the duties and responsibilities of the Minnesota Board of Peace Officer Standards and Training (POST), higher education, and law enforcement agencies. Chapters 5-7 discuss higher education; current issues; salary, licensing, and employment data; and two surveys focusing on the current education level and desire for further education of peace officers. Chapter 8 includes a summary and recommendations. Appendices include information on financial aid and describe minority enrollments in peace officer programs; there are 103 references. The second publication presents suggested strategies for implementing recommendations to enhance the development of law enforcement as a profession through education. The third publication is an executive summary of the findings of the study reported in the first publication. (YLB)

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A STUDY OF THE MINNESOTA PROFESSIONAL PEACE OFFICER EDUCATION SYSTEM

JANUARY, 1991

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Board of Peace Officer Standards and Training

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INTODUCTION

During the 1990 legislative session, Representative Randy Kelly, Chair of the House Judiciary Committee, and Senator Allan Spear, Chair of the Senate Judiciary Committee, introduced legislation which would have required people who were entering Minnesota law enforcement after January 1, 1994 to have a Bachelor's degree. Representative Kelly said he sponsored this legislation for three reasons:

- Based on research he had seen, Minnesota's peace officers were content with the minimum requirement of an Associate degree, and they were not pursuing a Bachelor's degree after they were initially licensed as peace officers.

- Most of the other professionals in the criminal justice system (i.e., judges, attorneys, probation officers, and crime victim advocates), are required to hold, minimally, a Bachelor's degree. Peace officers are not required to earn a four-year degree as a prerequisite for licensure at the present time, and this puts them at a distinct disadvantage in dealing with other professionals.

- Because the criminal justice system is becoming more complex and society is placing more demands on the criminal justice professionals to resolve today's crime problems, a police officer with a bachelor's degree is better equipped to respond to these demands.

The POST Board, at its January, 1990 board meeting, discussed this legislation and it passed a resolution supporting a study of the current peace officer education system, but did not address the issue of current minimum education requirements. Later in the session, Representative Kelly and Senator Spear amended the legislation to provide for a study. The final legislation which was passed and signed into law is as follows:

> The Peace Officer Standards and Training Board shall study and report on the training and educational requirements, including the need to require a baccalaureate degree, prerequisite to licensure as a peace officer. In conducting this study, the board shall, at a minimum, consult with: peace officers, police chiefs, sheriffs, elected officials from municipalities and counties, representatives of the minority communities, each public post-secondary education system, and the higher education coordinating board (HECB). A report based on this study shall be submitted to the legislature on or before February 1, 1991. (1990 Minn. Laws, ch. 553, sec. 13)

Prior to embarking on the actual study, the POST staff met with representatives of all of the interest groups listed in the legislation. These original meetings were intended to gather information and comment from the various groups about how POST could best design and conduct the study.

It was pointed out that the legislation required a policy position on the need to require a Baccalaureate degree as an entry level requirement for licensure, despite the fact that there was no documentation of the current educational level of current peace officers. Representatives of the groups POST consulted suggested that determining the current level of education should be the first step taken before addressing the need for additional education.

As POST began to look for models upon which to develop a study of this nature, it became apparent that little research had been done on this subject in other states. During this process it was learned that Florida was actively conducting a similar study. However, their study was well-funded, had been going on for two years, and was not scheduled to be completed until sometime in 1991. Given the financial and time constraints the POST Board was under, it was determined POST would have to create its own model for accomplishing the goals of the legislation.

As a result, a draft model outline was developed which would look at existing research on the subject of higher education for law enforcement professionals, would examine the current peace officer education system in Minnesota, and would determine the current educational level and career plans of peace officers throughout the state. This led to a study model which was judged ambitious enough to meet the legislative intent, yet limited enough to accomplish the stated objectives.

The draft model outline for this study was presented to and approved by the POST Board at the July, 1990 Board meeting. At that time the board directed the staff to begin the study and two POST board members, Debbie Montgomery and Thomas Steininger, were appointed as liaison to the staff in these efforts.

In undertaking the study, POST initially hoped that some of the interest groups would provide portions of the study which were relevant to their areas of expertise. Some of these groups were willing to provide information, but few were interested in actually doing the work of writing relevant portions of the study. Additionally, because of the complexity of the project and the time required to develop, administer, and interpret a survey of the educational level of peace officers, Michael Breci, Ph.D., of St. Cloud State University, was contracted for this part of the project.

The first three sections of this report include a discussion of the elements of professionalism, a historical review of law

enforcement's relationship with higher education, and a review of the literature related to the role higher education has played in the professional development of peace officers.

The historical review in Chapter One is extremely important. In his book A Guide to the Technical Method, Robert Jones Shafer, discussing the reason for history said: "Respect for what is old gives us perspective on what is new". (1980, p.20) He went on to say that history allows for problems to be seen "in the long perspective" (p. 21). In relation to this report, it is important that higher education and police be presented with this long view so that the subject of this report can be better understood.

Chapter Two addresses the advantages and disadvantages of college for peace officers.

Chapter Three describes how education affects the evolution of an occupation into a profession.

Chapter four describes the current operation of the Professional Peace Officer Education (PPOE) system. The report will clarify the duties and responsibilities of POST, Higher Education, and Law Enforcement Agencies in educating people who are interested in pursuing law enforcement as a career.

Because law enforcement education does not exist in isolation from the broader issues of professional education in general, it was also important to devote sections of the report to the higher education system and current issues in higher education. These are discussed in Chapters Four and Five.

Chapter Six examines salary, licensing and employment data. This is the first time an attempt has been made to collect this type of data. As we acknowledge in this chapter, available data is often scarce, undocumented or inconsistent.

Chapter Seven includes a discussion of two surveys which focused on the current education level of peace officers and their desire for further education. This research attempts to identify the possible barriers for officers pursuing advanced education. This is the first time this data has been collected and analyzed in Minnesota.

Chapter Eight includes a summary and recommendations.

Conducting this study has allowed POST to critically review the professional development of law enforcement and to identify the critical issues that will have to be addressed to ensure quality peace officer education in Minnesota in the future.

It is hoped that this document will serve as a summary of peace officer education, as an educational tool in explaining peace

officer licensing, and as a road map for the future growth and development of professional peace officer education in Minnesota.

Chapter 1
HISTORICAL DEVELOPMENT OF LAW ENFORCEMENT EDUCATION

During the first three decades of this century, the police in this country were often perceived by the public as being corrupt and inefficient. This perception led to the first real efforts toward reform through improving the quality of police officers themselves during this period and overhauling the methods of delivering police services current at the time.

In describing police practices during the 1920s, Smith (1929) stated that "at the present time, criminal investigation in the United States is largely dependent upon two old and familiar devices: the professional or non-professional 'stool-pigeon' and the liberal use of the third degree" (p. 17).

Illegal arrests were common during this period. Police often saw themselves as the sole protectors of the public. They did not see any hope coming from other parts of the criminal justice system. This led, in many cases, to illegal arrests and the detention of whomever the police wanted to arrest. Also it became apparent that the police were not effectively dealing with the continued influx of immigrants or people with different ethnic and religious backgrounds.

According to Simon (1929, p.27) there was a belief held by many during the earlier years of this century that the immigrant population was largely composed of "the mentally and morally unfit of Europe." In a footnote, Jordan (1972) claimed that police officials did not raise this issue, because recent immigrants were becoming police officers and such criticism would damage morale (p. 20). According to Walker, "Special training in race relation was virtually unthinkable in an era when most police departments offered no formal training of any sort (1980, P. 166). There was little or no tolerance for diversity on the part of police, even though many of the police were immigrants themselves, or the sons of immigrants.

This was not the only problem with police during this time. The police often established working relationships with the criminal element by becoming involved in bribery, prostitution, bootlegging, and other greater and lesser illegal activities. This negative image of the police was reflected in much of the popular press of the era. Cinematic characters like the "Keystone cops" reinforced these negative stereotypes.

During this era, Brooker, in his article "Those Stupid Policemen", cited personnel selection, social conditions and politics as the three primary causes for poor policing services.

He went on to say, "Yes the police are stupid---sometimes. But society gives them no chance to become an intelligent self-respecting arm of government" (Brooker, 1927 p. 269).

Some of this was attributed to the poor education levels of the police. O'Rourke stated that in mid-1920s the education for police "ranged from the ability to read and write to high school graduation" (p. 147). He cited a summary of the sixty largest police departments in the country at that time. Forty-one percent demanded at least a common-school (grade school) education. This was reinforced by another study done at that time which found that sixty percent of police personnel during the early 1930s had never attended high school (Vollmer, 1932, p. 720).

In an effort to improve the quality of law enforcement, numerous reformers began to speak out. The remedies most often suggested lay in the areas of selection standards and the education of police.

With respect to selection criteria, three major issues began to emerge: first, the need to institute civil service procedures for hiring; second, the establishment of sound selection standards, such as background investigations, psychological testing, and minimum performance levels on written aptitude examinations; and third, the abolishment of residency requirements (i.e., the requirement that candidates for police jobs live within the political jurisdiction they serve). Residency requirements were seen as a way of reinforcing political alliances as well as of ensuring the hiring of incompetent people.

According to Taylor in 1916-17, "American Citizens are waking up to their need for a more thoroughly trained police force" (p. 62). With crime and the police corruption running rampant, numerous cities and states formed crime commissions in an effort to study, make recommendations, and solve these serious problems.

In the late 1920s, President Herbert Hoover formed the National Commission on Law Observance and Enforcement in response to the nation's crime problem. Hoover appointed George Wickersham to chair the committee. Consequently, the commission's fourteen reports became known as the Wickersham reports. Some of the topics covered by the reports included criminal statistics, prosecution, deportation laws, and the cost of crime for society.

In 1931, the commission released its final study: Report on Police, the first national report dealing with police education. It was written by David G. Monroe and Earle W. Garrett, research assistants at the University of Chicago under the direction of August Vollmer. The report stated that "it immediately becomes obvious that the training made necessary by present-day conditions cannot be met by the old methods" (p. 79). The report went on to say that college education for law enforcement officers offers

"great promise for the future" (p. 82).

Early in the Report on Police, the authors focused on the problem of elimination of police corruption. They claimed that this evil could only be eliminated by having better-educated police executives who were protected by a civil service system:

> With security of tenure, with intelligence, with training, with honesty, and with sincerity of purpose, the criminal element can be controlled. Without these virtues and with political control as it now exists, police departments must go on unorganized, inefficient, and corrupt (National Commission on Law Observance and Enforcement , 1931, p. 52).

This report not only encouraged better educated police officers, but it also revealed the rather ugly relationship which existed in some communities between the police, politicians and criminals. One of the report's major findings was that better educated police officers would help eliminate corruption in policing.

This was not the first time that public policy makers suggested college for law enforcement officers. The recognition of the benefits in having college-educated police officers can be traced back to before World War I. In 1908, August Vollmer, the Berkeley police chief developed a police training program for his officers, one of the first in the country (Douthit, 1975). In 1916 Vollmer established a formal relationship with the University of California so that he could publish articles on police and higher education. In 1918, he began to hire college graduates as police officers. Vollmer believed that "pre-employment training for police should be comparable in quality to that provided for lawyers, doctors, and other professions" (Foster, 1974, p. 29). Mr. Vollmer strongly supported college education for police officers throughout his professional life. "Although newspapers enjoyed caricaturing Vollmer's 'college cops', the experiment succeeded far beyond Vollmer's expectations" (Douthit, 1975, p. 107). Vollmer also assisted in developing law enforcement programs at the University of Chicago and San Jose State University. The latter program was modelled on the existing teacher program which San Jose State University was noted for.

These were not the only such programs being developed during the 1920s and 1930s. Police education programs were established at Northwestern University, Michigan State University, and Wichita State University as well. All of these programs focused on upgrading the quality of law enforcement education.

When discussing the education of peace officers, Vollmer said in a 1930 reply to the Philadelphia Inquirer, "The policeman's task is much more difficult than that of a doctor, the lawyer, or the

engineer, because to do the job thoroughly, the trained officer should have a knowledge of all three of these professions...." (Douthit, 1975, p. 110).

Wiltberger also noted the further advantage for higher education police research. "The police departments do not have the facilities, the time, or the money with which to carry on research work. Like every other profession, the bulk of that work will be carried on in the professional police schools" (Wiltberger, 1938, p. 21).

In 1935, The Minnesota Legislature became involved in this public policy issue when it directed the University of Minnesota to develop and operate a school of law enforcement (1935 Minn. Laws, ch 382 sec. 2). This mandate was included as a part of the University of Minnesota's appropriations bill. It was signed into law by Governor Floyd B. Olson. The president of the University of Minnesota, Lotus D. Coffman, appointed the Regents' Examining Committee to review police training and to determine the University's role. By the end of July, 1935, the committee had completed its work. President Coffman, the director of the General Extension Service, and the Chief Justice of the Supreme Court met and concluded that a more detailed study was needed. A new committee, with staff, was then formed. This committee completed its preliminary report in July, 1936, and released its final report in 1937. This report was titled Survey of Police Training. This document concluded that the University of Minnesota was not ready for "a venture which includes collegiate level courses" (p. 9). The committee also said that it "could not recommend the adoption of any existing system for the state at this time" (p. 9). The committee did, however, recommend short courses to be offered by the League of Cities.

Through this action, the University of Minnesota not only ignored the recommendations of Vollmer and the Wickersham report, but it also ignored a possible solution to the serious crime problem Minnesota was experiencing at that time. The University set back the development of the law enforcement profession by not recognizing the importance of police education and the importance of professional education offered by colleges and universities.

Hanson (1936) identified three problems for the participation of colleges in law enforcement education: (1) lack of motivation for colleges to become involved; (2) lack of proper organization for police education; and (3) lack of competent instructors (p. 568). He stated that:

> By some of the usual critics of police policy, it [college] is considered to be foolish and impractical... Results are proving, however, that the [college educated] cadets render more effective service..., P. 57).

MacQuarrie (1935) advocated a longer police education program:

> Specific technical training is a most important part of any two-year semi-professional program. In a four year course, there can be a rounding out of general education, but if the program is limited to two years, most of the time spent in courses that appeal to the study and to the field as practical, as is now the case with teachers (1935, p. 257).

The development of police education underwent further evolution when the federal government began to provide grants through the George Dean act of 1936. This allowed the reform movement to be continued during the 1940s.

Another incentive to reexamine police education came about because of the nation's troubling racial problems. In 1944 Gunnar Myrdal, a Swedish social scientist and Nobel Peace Prize recipient, published An American Dilemma, a study of black-white relations in a cross-section of areas in both the northern and southern United States. In discussing this work Southern said:

> Although Myrdal's massive work contained more than fifteen hundred pages, and is filled with vast amounts of data and numerous hypotheses, one simple, pervasive theme eloquently unified the gigantic tome. Myrdal asserted that white Americans experienced a troubling dilemma because of the discrepancy between the hallowed "American Creed," whereby they think, talk, and act under the influence of egalitarian and Christian precepts, and the oppressive way they treated Afro-Americans" (Southern, 1987, p. xiii).

Myrdal, who was a staunch critic of the practice of racial discrimination against African Americans prevalent in the United States suggested the development of a police college. He wrote:

> Few strategic moves to improve the southern interracial situation would be more potent than the opening of a pioneer model police college in the south on a high level, which would give a thorough social and pedagogical training as a technical police training..... The use of equally well-trained Negro policemen, particularly for patrolling the Negro communities, would be an especially wholesome reform, (p. 545).

This suggestion resulted in the development of the Southern Police Institute at the University of Louisville several years later.

During the 1950s California became a leader in the field of law enforcement education by establishing training standards for

police through its peace officer standards and training board. This was passed over the strenuous opposition of the League of California Cities and State Supervisor's Association. It was claimed that police educational standards were a "Home rule issue" (Ashenhurst, 1950, Brereton, 1961, p.121).

Despite those opposed to the idea of better educational standards for police, many influential voices continued to lend their support to it. Sloane stated: "A glance at minimum requirements of several of the professions would readily convince any doubting Thomas that there is more to professionals development than meets the eye. Medicine, teaching, engineering, ministry, and pharmacy all require a minimum of four years of college... In contrast to this are the minimum requirements in the police field today. These vary to a marked degree and range from 'graduation from high school' to having the 'ability to read and write the English language' " (1954, p.78).

A decade later Brereton (1961) added that "law enforcement was still a long way from requiring a college diploma." Myren (1960) said: "College cannot make policemen - but it can turn out candidates who have the potential to fill immediate supervisory and command positions in policing" (p.604). He also identified three impediments for the advancement of policing as a profession.

1. Police management has failed to identify a homogenous police group;
2. Police management has failed to adapt the basic organizational structure necessary to meet today's needs; and
3. Police management has failed to satisfy the challenge of providing police services necessary for effective utilization of the basic brain power now available (1960, p.600).

In 1967, the President's Commission on Law and Administration of Justice issued the report Task Force Report: The Police. With respect to police education the report said:

> While considerable progress has been made in recent years in the development of training programs for police officers, the total effort in this country, when related to the complexity of the law enforcement task, is grossly inadequate (p. 36).

To correct this problem, the report presented several strategies to foster college level education for current and future law enforcement officers. Some of these include sound pedagogy and liberal arts education as the basic components for police education, and extensive course work on the complex nature of law enforcement in a democratic society.

The Commission also recommended the development of work-study programs sponsored by police departments. In this capacity the student would be providing non-essential support services to the law enforcement agency. Such programs would afford the students the opportunity to earn money while attending college, learn more about police work, gain experience, and give the law enforcement agency the opportunity to review and evaluate the student's performance as a potential peace officer.

The report also encouraged law enforcement agencies to recruit college educated students:

> There is need for careful reassessment of the assumption that the highly aggressive individual makes the best police officer...There is need for educated police officers (p.36).

The Omnibus Crime Control Safe Streets Act of 1968 served as the next major vehicle for promoting college education for police officers. One section of this law, Law Enforcement Education Programs (LEEP) provided financial aid to students and practitioners who were enrolled in approved law enforcement college programs. Grants were available to both groups. The loans were only available to currently employed police officers. The program also provided a "payback" or forgiveness period after a prescribed number of years of service.

LEEP was funded until 1975. In its short five year history, numerous criminal justice and law enforcement programs developed throughout the county. In fact, most of Minnesota's law enforcement college programs were developed during this period. Additionally, police officers saw this as an excellent opportunity to attend or return to college. Many departments were supportive of their officers' attending college and many of today's law enforcement leaders received assistance under this program.

Ventura California police chief David Geary instituted a Bachelor's degree requirement in 1966. Also during this era, the Burnsville Minnesota Police Department became one of the first law enforcement departments in the country to recruit and hire college graduates exclusively. As was the case with the Ventura department, a college degree was a prerequisite for employment. Additionally, Burnsville had a comprehensive community service officer program which was part of access into the department. The department adopted the model suggested by the President's Commission on Law and Administration of Justice. College students were hired as community service officers. In this position they performed dispatching duties, firefighter tasks and other quasi-law enforcement functions while attending college. The department expanded this career ladder to include high school students who later became community service officers and police officers.

In 1973, The National Advisory Commission on Criminal Justice Standards and Goals stated that all police officers hired after 1982 should at least have a baccalaureate degree (p. 369). They encouraged a phase-in approach. By the end of 1973 at least one year of college was required; by 1975 two years of college were required; and by 1982, the requirement was four years. The commission cited numerous research studies to support its position. The commission stated:

> It should be noted, however, that the argument for higher education for the police tends rather to rely less on faith and more on fact. In recent years, as more agencies employed college graduates, evidence has shown that college-educated persons were better suited for police work (p.369).

The commission also devoted an entire section of the report to the recruitment and retention of minorities into law enforcement. Additionally the report included recommendations on improving selection standards, promotions, and the overall delivery of police services.

In 1977, the Minnesota Legislature implemented a professional model of education for law enforcement. It somewhat parallels the professional education models of teachers, lawyers, doctors and nurses. Police officers in Minnesota must complete their professional education prior to being hired as police officers. This education is delivered by colleges as a part of a college degree program. (See Chapter 4 of this report for a detailed explanation of this process.)

The philosophy behind this program is that a liberal arts education, combined with strong professional education, will create a more well-rounded peace officer. The objective is to produce a peace officer who can respond to the demands of policing and the community in an ethical, objective, and humane way.

During the late 1980s police and lawmakers began focusing on the increasing "drug problem" in this country. National, international, state and local plans were developed. These ranged from drug abuse education programs for grade-school children, to drug enforcement interdiction programs in foreign countries.

During the 1989-90 session of Congress, numerous pieces of crime legislation were introduced. Some of these bills dealt with increasing the number of college-educated police officers. The bill which eventually passed became known as Police Recruitment and Education Program (PREP). Under this program, an approved student attending a college or university receives an established loan called a Perkins Loan. Upon the student's completion of college, the loan is progressively forgiven at certain rates for each year of service. According to Representative Matthew Martinez of

California, the legislative sponsor of the bill:

> PREP is aimed at alleviating the nationwide crisis in police recruitment and retention. This much-needed program will augment the capability and professionalization of law enforcement agencies (1990).

Here again, the federal government made a serious effort to increase the educational level of police. However, in the case of PREP, there remains some question as to how many students will be eligible to benefit from it.

In summary, there has been a steady effort throughout the twentieth century to improve the quality of police and police service in this country through increasing the education level of police officers. As police service has diversified and broadened its role, there has been increasing recognition that post-secondary education is a most beneficial means for achieving this end. The question of whether college education is in fact desirable for the law enforcement officer of today will be examined in the next section.

Chapter 2
THE CASE FOR HIGHER EDUCATION FOR POLICE
Advantages and Disadvantages

This section will examine the principal arguments on both sides of the issue of the perceived benefits of college education for law enforcement officers. An overview of the present body of knowledge regarding police work and the effects of higher education upon it may help in evaluating the issue of a four-year degree requirement.

There are several studies which suggest that a college education has a positive overall effect on people. Feldman and Newcomb (1969) found that college education increases intellectual aptitude and the ability to think critically and independently, increases general factual knowledge, decreases conservatism on public issues, and produces students who are generally more open-minded, less dogmatic and authoritarian, and more confident of themselves and their abilities. Similar studies, conducted by Austin (1977) and Bowen (1977), concluded that college-educated persons showed strong gains in cognitive skills, emotional and moral development and practical competence ("common sense"). These studies seem consistent with the general societal notion that a college education is a beneficial endeavor. However, the question that next presents itself is whether or not this higher level of education is beneficial to those who police our society.

Any attempt to evaluate the effect of a college degree on policing first requires an analysis of policing itself. Researchers have attempted to analyze the duties performed regularly by police officers, looking at these duties individually to determine if their effective discharge would require, or at least be enhanced by, college education. A common theme in this type of analysis is that police actually spend a small proportion of their hours on duty in law enforcement _per se_. James Q. Wilson (1972), in his study of police behavior, found that about 70% of a police officer's time is spent on order maintenance and service, while only about 10% is spent on actual law enforcement. In a study by Dalley (1975) on the attitudinal differences between college graduate police officers and non-college graduate police officers, Dalley cites Wilson's study as support for college education for police officers. Since order maintenance and service make up the bulk of the police officer's work load, and these types of functions require the exercise of discretion and require the sound exercise of judgment, Dalley (1975) concludes that a college degree is beneficial for peace officers, since college has been shown to enhance the exercise of judgement and discretion.

This job analysis-based argument in favor of college education for peace officers has been echoed by several other researchers.

In their study on police education, Bennis and Cleveland (1980) observed that although law enforcement may at one time have been relatively simple, today there are few activities in our society which are more complex or require a greater diversity of professional skills than policing. Carter, Sapp and Stephens (1989), as well as Dalley (1975), noted that the police officer is, at a moment's notice, expected to assume the professional role of counselor, social worker, mediator, psychologist, crime analyst, community leader, lawyer and numerous others, often in unstable or dangerous settings, where a high degree of skill and sensitivity in human relations is required. Any one of these positions taken individually would warrant a higher education, and taken collectively, seem to suggest the necessity for an educated police force. These activities have fallen to the police because of their instant availability, day or night, and because of their legal authority to intervene in the business of others at their discretion.

In fact, most researchers who choose to look toward the job duties of the peace officer in determining the potential value of a college degree, agree that the complexities of the police decision-making process, coupled with the skill and knowledge necessary to make decisions, point to the need for higher education for peace officers. The need for peace officers to make sound decisions is further complicated by the fact that many decisions must be made under adverse, even life-and-death, conditions. In concluding their analysis of the complexity of policing in light of the state of police education in 1980, Bennis and Cleveland (1980) stated:

> Of no other public servants does society expect so much while providing them with so little preparation. We train our police officers at a vocational level, but demand performance at a professional level. If education reflects a society's concept of its identity, values and way of life, how can we afford to do less than provide the quality of education our police officers require and deserve (p.64).

Over the years several National Commissions have engaged in similar analysis of the need for police education. As with the studies cited above, the various National Commissions have engaged in a kind of job analysis and recommendation process in reaching conclusions. The emerging theme seems to be that the commissions favor a four year degree for peace officers. The first national recognition of a need for higher education in law enforcement came in 1931, when the National Commission on Law Observance and Enforcement (more commonly known as the Wickersham Commission) issued its Report on the Police. The Wickersham Commission did not make explicit educational recommendations, but did discuss the need

for higher education in law enforcement and the value of college for law enforcement personnel. (National Commission on Law Observance and Enforcement, 1931)

In 1967, the President's Commission on Law Enforcement and Administration of Justice issued its reports in two volumes, The Challenge of Crime in a Free Society, and the Task Force Report: The Police . These reports stressed the idea that the task of policing, given its complexities, requires a higher level of education. The President's Commission recommended that all persons hired as peace officers should have minimally completed two years of college, with the ultimate goal that all peace officers obtain a Baccalaureate degree. This report was the major force behind the Omnibus Crime Control and Safe Streets Act of 1968, which provided funding to local agencies for education in an attempt to comply with the Presidential Commission's recommendations. According to Carter, Sapp and Stephens (1989), this funding spawned a flurry of research on the effect of college education on policing which, until that time, had been based only on assumptions.

Many of the recommendations set forth by the President's Commission were restated in the 1973 National Advisory Commission on Criminal Justice Standards and Goals, Report on the Police. The National Advisory Commission set forth standards for use by agencies as guides in implementing and improving services. The National Advisory Commission recommended that by 1982, every police agency in the U.S. should require as a condition for initial employment at least four years of college education. In 1973, the National Advisory Commission published A National Strategy to Reduce Crime, in which it stated:

> "The quality of police service will not significantly improve until higher educational requirements are established....There is a need to elevate educational requirements to college degrees for all future personnel... and agencies should take immediate steps to establish minimum educational requirements of a baccalaureate degree at an accredited institution" (p.126).

The recommendations of the various commissions were based, for the most part, on their perceptions of the police and their problems. There existed little, if any, empirical evidence or research upon which the commissions could rely for guidance or validation. However, as a result of the 1967 President's Commission and the federal funding that followed, a substantial body of research developed regarding education and its effect on policing and police officers. Some of the research was well-conducted, thorough, valid and reliable, but much of it was little more than the personal opinion of the "researchers" cloaked in the guise of empirical research. Much of the research of this period attempted to measure the effect of college education on police

officers and how they did their jobs. Unfortunately, this proved to be much more difficult than anyone anticipated. Carter, Sapp and Stephens (1989), in The State of Police Education: Policy Direction for the 21st Century, noted the following possible research complications in their attempt to assess the effects of college education on policing. It seems likely that any such study will encounter the same kinds of difficulties, so these points can serve as a general guide to interpretation of such research:

> 1. The varying styles of policing and diversity of environments and tasks make it difficult to decide what to measure and how to measure it.
> 2. Externally differing demands in light of social, economic and political characteristics make identification of performance measures, and consequently variables affecting performance (such as education) even more complex.
> 3. These problems, including antecedent and intervening variables, make uniform analysis of any given job requirement extremely difficult, if not impossible.
> 4. The problem is further compounded by variations on college experiences.
> 5. When these factors are extended from one agency to all agencies, the degree of variation grows geometrically.
> 6. Given these measurement problems, arguments concerning validity and reliability of any research on police education are likely to be extensive.
> 7. The effects of a college education must be viewed in a broad, eclectic, somewhat intuitive light--one that considers the cumulative research and professional opinion.
> 8. The effects of college education on police officers must be viewed as long term (pp.2-3).

Consideration of these points may lead one to seriously question the validity of any study regarding higher education and the police. In fact, Scott (1986) in "College Education Requirements for Police Entry Level and Promotion", seemed to temper his conclusions by a similar set of considerations, when he reported in his conclusion, that "although some empirical studies indicate that a college education produces better police officers, the value of college for police is still, to a large degree, a matter of conjecture" (p.26).

There is by no means universal agreement with this view. Lawrence Sherman in The Quality of Police Education (1978), concluded: "There is no empirical evidence to support the opposite

logical conclusion, that a Baccalaureate degree as an entry level minimum qualification will not increase police officer performance," he stated. He further notes that many professions require undergraduate degrees as a minimum entry condition without validating its requirement. The Baccalaureate degree is instituted as an arbitrary and assumed baseline which serves to elevate the work and the workers to a profession (Gillespie, 1990).

Numerous studies have examined the effect of college education on police performance. From these, several consistent themes emerge. Eskridge (1989) in "College and the Police: A Review of the Issues", identified several of the trends suggested by contemporary literature. Eskridge (1989) pointed first to a study conducted by Weiner (1974), which suggested that police officers with college degrees tend to be more attuned to social and ethnic problems within the community. This position is supported by Brown (1974) in "The Police and Higher Education: The Challenge of the Times." Brown, now the New York City Police Commissioner, wrote:

> In order to function in a society characterized by massive socioeconomic problems... we need a new police officer--one who understands the complexities of human life--one who is able to understand the legacy of discrimination in this country and reflect positively upon the demands for freedom, justice and equality; one who is able to understand the philosophy of dissent; one who understands that he/she has a legal and moral obligation to be responsive to the people--all the people and not merely the prevailing power structure in the officer's community (p.116).

Eskridge (1989) also found that the college-educated officer has higher citizen satisfaction ratings and receives fewer complaints from citizens (Cascio, 1977; Sanderson 1977; Trojanowitz and Nicholson, 1976; Cohen and Chiken, 1972). In addition, Eskridge (1989) found that college-educated officers have higher levels of moral development and better work attitudes (Guller, 1972), and are more likely to be promoted (Cohen and Chaiken, 1972; Carter and Sapp, 1989). In an earlier study Eskridge (1983) suggested that a significant amount of evidence exists to support the theory that college education enhances police performance in important ways. The evidence indicates that requiring a college degree attracts a better quality of individual to police work and that college-educated police officers contribute substantially to the general image of the police force.

Several studies suggest that a college education produces a police officer who is less authoritarian. Niederhoffer (1967) in Behind the Shield, observed that police officers tend to have personalities which are more strongly disposed toward

authoritarianism. However, Dalley (1975) suggested that the better police officer is less authoritarian, more liberal and less rigid, and he found that college-educated police officers were, in fact, less authoritarian. Smith, Locke and Fenster (1970), in "Authoritarianism in Policemen", also found that police officers who were college-educated were significantly less authoritarian than non-college educated police officers.

In a similar vein, Trojanowicz and Nicholson (1976) found that college educated police officers tend to be more flexible, more broad-minded, tend to employ more innovative thinking, deal better with the public and work more efficiently. Dalley (1975) concluded that college education produces a peace officer who is more aware of the many ramifications involved in human behavior and is better able to evaluate different situations and arrive at sound judgments. Smith, Locke and Fenster (1970) best summarized the importance of these findings:

> The proper policing of a community requires unusual qualities in people who perform this service.... Day after day police are compelled to make instant decisions which could easily cause irreparable harm and damage to individuals and the community. They not only need a high degree of intelligence, judgment, courage, impartiality and honesty, but also require a personality structure which is flexible enough to function judiciously and with understanding and respect....(p.316).

Carter, Sapp and Stephens (1989) conducted an extensive review of the current literature as a prelude to their study on the state of police education. Their review led them to conclude that the college educated police officer is better able to recognize and react to social changes, is more flexible, less dogmatic and less authoritarian. Furthermore, they also cited studies that show a strong positive correlation between college education and desirable job performance and promotion. These studies further show that better educated police officers take less sick time, get fewer injuries, have less accidents and are more innovative in approching their job responsibilities. From these findings, Carter, Sapp and Stephens (1989) concluded:

> College educated officers are more responsible and better decision-makers than their less educated counterparts. As such, the former are not only more effective in performing their jobs, but are more efficient in that the costs associated with lost personnel time are lower (p.15).

In addition to their comprehensive review of literature,

Carter, Sapp and Stephens (1989) also conducted an extensive survey of law enforcement executives in an attempt to gain insight into their perceptions of job performance of college educated police officers. The perceptions of the police executives surveyed generally corresponded with the findings of othr studies. The survey indicated that respondents found college educated officers to be better at writing reports, better at interpersonal communication with members of their community, more apt to use discretion wisely, more sensitive to minority issues, to have fewer disciplinary problems and generating fewer citizen complaints. Despite the perceived strengths of college-educated police officers, Carter, Sapp and Stephens (1989) cited chief administrators of law enforcement agencies as major impediments to increasing the educational level of officers. According to Carter, Sapp and Stephens (1989), chief law enforcement administrators cite concern over the possibility of increased salaries and benefits they feel will accompany any increase in educational requirements, and how these will affect their departments in light of the increased demand for police service at a time of dwindling tax revenues.

Trojanowicz and Nicholson (1976), in comparing the behavioral styles of samples of college educated police officers with non-college educated police officers, formulated educationally based profiles. They found the college educated officers to be more willing to experiment and try new approaches (as opposed to preferring traditional approaches), more likely to prefer leadership roles, more likely to engage in step-by-step analysis in decision-making, and more likely to prefer exciting and variable work. By contrast, they found non-college educated police officers prefer scheduled and daily routine, more likely to be aggressive and to counterattack persons who are belligerent or aggressive, more likely to want to be supervised as opposed to making decisions without guidance, and less imaginative and innovative.

The enhancement of the police image, or the professionalization of policing, is often put forth as an argument in support of college education for police. The difficulty with this argument is that there exists a wide difference of opinions as to what constitutes police professionalism. (See: Carter, Sapp and Stephens, 1990; Geller, 1986; Radlet, 1986; Blumberg and Niederhoffer, 1985; Sapp, 1978) According to Eskridge (1989), the fact that police officers work in a dynamic environment and must possess broad-based knowledge and skills, probably, in itself, validates higher education as a requirement for police officers. However, Smith, Locke and Walker (1967) confront the issue in a more direct and traditional manner, stating that higher education gives the police greater dignity, improves their efficiency, enhances their image and enables police officers to recognize and contend with social problems in a more efficient manner, and therefore serves to professionalize the field of law enforcement. This concept of education as step to professionalism was recognized

in Davis v. Dallas, 777 F.2d 205 (5th Cir. 1985), where the court upheld the Dallas Police Department's requirement that applicants have completed 45 college semester credits with a minimum of a C average. The court, in its opinion, continually cited the professional nature of police work and the need for high employment standards that are consistent with the professional nature of the job the police are required to perform (Carter, Sapp and Stephens, 1989).

Goldstein (1977), in Policing a Free Society, wrote that the qualities of an ideal police officer include intelligence, tolerance, understanding and appreciation of cultural differences, and emotional control and self-discipline. William Gillespie, in The Baccalaureate Degree: A Minimum Qualification For Entry Into A Law Enforcement Career, compares the qualities Goldstein found desirable in peace officers with the qualities Bowen (1977) and Feldman and Newcomb (1969) found were developed by college education. Gillespie found a significant correlation between the attributes college education has been found to develop and those desirable in police officers. From this comparison, Gillespie concluded, "Is it not possible that a college education, in producing a better student, produces a better citizen, who becomes a better police officer, and provides better police service? And if there is no guarantee of this, is there not a greater possibility this can occur?"(p.14)

The studies which find support for college education for police officers are not without challenge. There are several pieces of research which have found that college education has had no measurable positive effect on police officer performance. Furthermore, there exists a strong sense of opinion among many within the field that a college degree as a prerequisite to police service is ill-advised and possibly detrimental. One should keep in mind that the problems and complications mentioned previous to the studies supporting college education are similarly applicable here. Furthermore, many of the articles not supporting the concept of college education for peace officers are not based on empirical research, but are reports of opinions or attitudes of the writers based on their experiences within their agencies. Readers should be aware that many of the opinions contained within these articles are purely subjective.

Finally, in considering these findings and arguments, one would do well to keep in mind this observation of Carter, Sapp and Stephens (1989): "Those who oppose a college requirement for police generally are not 'anti-college'; rather, they have legitimate concerns about the effects of higher education on the practice of policing" (p.18). For example, an often cited source which opposes college education for police is the article "Should All Policemen be College Trained?", which was printed in the December 1971 Police Chief. In this article, O'Rourke reports concerns regarding college education and policing. Among these

concerns are the following:

1. Many good officers do not have college degrees;
2. Many poor officers do have college degrees;
3. A degree requirement will negatively affect minority recruitment;
4. Officers with college degrees will get bored by police work;
5. Officers with degrees will expect preferential treatment;
6. College educated officers will cause dissension within the ranks;
7. Skills necessary to performing effective police service can be attained by in-service training; and
8. Police departments cannot effectively recruit college graduates (p.36).

This article provided a "laundry list" of arguments for those opposing college education for police officers. However, what those who tend to cite it as authoritative fail to recognize is that it represents nothing more than O'Rourke's personal opinions, and these opinions were not substantiated by any research or proof. However, the O'Rourke article did provide a springboard from which research was launched into this line of thinking.

Gross (1973), in "Higher Education and Police: Is there a Need for a Closer Look," reviewed several pieces of pertinent literature regarding police performance and college education, and concluded that the literature showed academic training to be irrelevant to many police job tasks and evidence suggested that liberal education may not affect authoritarianism. Gross based this conclusion on studies showing college educated officers not placing a high value on their education in terms of usefulness, and other studies showing that many of the routine jobs of the police officer do not require advanced academic training. However, Gross takes issue with the research findings, and suggests that there were too few college graduate police officers in the field (at the time the research articles were printed) to adequately assess the performance of college educated police officers. In fact, Gross concludes by stressing the need for more educated police officers in stating, "This society can afford neither poorly trained nor poorly educated police" (p.483).

Trojanowicz and Nicholson (1976) in their comparison study of college and non-college educated police officers, validated some of O'Rourke's observations. Specifically, they found that there was some conflict between college educated and non-college educated officers that they believed arose due to suspicion, mistrust and stereotyping of college educated officers by non-college educated officers. Furthermore, they found that college educated officers

tended to show more dissatisfaction with traditional police operations, were more likely to question department policies and procedures, and demonstrated a higher level of dissatisfaction and frustration with the slow career advancement of police departments, which resulted in higher rates of resignation from police jobs.

Eskridge (1989) in reviewing contemporary literature on police education, concluded that college educated officers may experience a higher level of job dissatisfaction as a result of boredom. The dilemma, according to Eskridge (1989), is whether college educated officers perform better because of a better understanding of human behavior, or will the dull routine of police work decrease their level of performance. Eskridge concludes by noting," Educating a person and then giving them a dull job assignment makes little sense" (p.23).

Several researchers have challenged the notion that the routine nature of many police tasks necessarily means that college educated police officers will become dissatisfied with their jobs. Carter, Sapp and Stephens (1989) state that their research showed that after two or three years on the job, the potential for boredom exists for all police officers, regardless of their education level. Furthermore, Trojanowicz and Nicholson (1976) suggest that it is the nature of the police work environment, and not the education level of the officers who perform the work, which is at issue. They suggest that the college educated officer will have to be handled differently from the non-college educated officer, in that the college educated officer will require a management style which encourages more participation, better communication and more involvement in strategic planning, decision-making and goal setting. Finally, Reed (1988), in "Higher Education For Police Officers: A Management Tool and a Personal Advantage," notes that the presence of college-educated officers in the police field will require managers to develop job enrichment strategies and police service innovation plans which will ultimately benefit the police and the public as well. As Reed (1988) observed, this idea should be welcomed by managers as a challenge to ultimately improve the quality of police service.

An opinion commonly voiced by opponents of college education for police officers is that police officers do not need more formal education, but certain unmeasurable qualities designated by such terms as "common sense" or "street smarts," to effectively perform their job functions. Although the term "common sense" is often used, especially in describing desirable qualities for peace officers to possess, there can obviously be no universal definition of what constitutes "common sense," and even if there were, it would still remain to be shown whether or not it were a necessary or desirable attribute for police officers to have; therefore, the "common sense" argument has not proven itself to be a productive line of inquiry. An example of such a position was recently written by Bruce W. Cameron (1990) in "Dr. Cop, PhD?", which appeared as an

editorial in Law and Order:

> A college degree does not automatically confer upon a person all the qualifications police officers must possess--regardless of the community in which they work. While law enforcement has without a doubt become more technical and at the same time more social-conscious or human oriented the basic requirement of any officer remains common sense. Some people call this "street smarts," but whatever its name, it is a quality a person does not acquire through formal education; most people learn it simply by experiencing life (p.1).

In considering the "common sense" issue, Carter, Sapp and Stephens (1989) raise some interesting issues regarding common sense and education. For example, how is common sense defined and how does one decide if it exists? Clearly, what would seem a sensible decision or course of action in one environment may not seem so in another. Furthermore, the idea that college educated officers lack common sense is based on two implicit assumptions. First, that the experience of a college education does not reflect the "real world", and that one who chooses to attend college will not have had any meaningful life experiences which would lead to the development of "common sense"; and second, that the education process somehow destroys, eliminates or eradicates any common sense that an individual may have possessed or developed prior to the college experience.

According to Carter, Sapp and Stephens (1989), such assumptions about the college experience and college educated officers are usually based on "war stories" about the ineptitude of college-educated police officers, coupled with the perception that college educational opportunities are limited to only the privileged. In conclusion, Carter, Sapp and Stephens (1989) stated that the "common sense" argument against college education for police is basically a problem of perception. In other words, no matter how "common sense" is defined, it is basically a function of the perceptions of a particular individual about the job-related performance of another.

In considering the issue of college education and its effect of policing, it is worthwhile to recognize that, as Weiner (1976) notes, "Education cannot be viewed as a cure for all police problems and the police, as well as society itself, must be realistic in what it can expect education to accomplish." In light of this, Bell (1979) seems to make a particularly salient observation regarding the police and higher education:

> The object of liberal education is not to

> teach the individual all they will ever need to know. It is to provide individuals with habits, ideas and techniques that will require them to continue to educate themselves. Education is the acquisition of the art of utilization of knowledge and aims to develop the powers of understanding and judgment. In this respect it is impossible that too many individuals are educated since there cannot be too many individuals with capabilities to understand and make sound judgments (p.473).

As was stated at the outset, there are no clear answers to the question of whether or not a college education can enhance police officer performance. It is a proposition which is difficult to prove. Nevertheless, there is little question that the knowledge and skills required to perform the requirements of any given profession must be acquired somewhere, and institutions of higher education seem uniquely qualified to provide them. However, if there is any merit to W.L. Tafoya's (1990) prediction, cited in A Delphi Forecast of the Future of Law Enforcement, that by the year 2025, college education will be a minimum entry standard for more than 70% of police agencies nation-wide, the law enforcement profession must take a hard look at its present level of commitment to higher education.

Chapter 3
ANALYSIS OF THE DEVELOPMENTAL STAGES OF PROFESSIONS

For over 70 years many have advocated the recognition of law enforcement as a profession. Indeed, the chief rationale for advocating higher education for police has been to help law enforcement achieve the status of a profession. This section will examine the questions of how and whether professionalization improves the effectiveness of law enforcement officers.

The roots for professions as we know them today can be traced to the guilds and associations of eleventh century Europe, when occupational entities began to organize into associations or secular guilds. According to Cogan, "The earliest recorded use of the word profession to mean a learned vocation was in 1541...(1953, p. 34). According to the Shorter Oxford English Dictionary, by 1581 "profession included any calling or occupation whereby a person regularly earned a living" (1933).

The role of guilds in the development of professions was also discussed by Illich, when he compared the trade union guilds with professions by saying, "All these trade associations control how work shall be done and by whom...Professions, like clergies, seek appointment as protectors of the public's interest and of other people's rights" (1977, p. 361).

The term profession, according to Roddenberry, is derived from the Latin pro (forth) fateri (confess), or "to announce a belief"; and in England this was a public "profession" or commitment to a higher standard, generally associated with medicine, law and theology (1953). With these associations and relationships, theology, law, medicine, and to ascertain extent university teaching, came to be recognized as the "classic professions" (Wilensky, 1964). Additionally, these were the occupations which required university study.

The sociology of occupations has been examined in depth over the past several decades. According to Taylor (1988) there are two identifiable stages in the evolution of work in the United States. The first stage occurred during the rural development of the country during the eighteenth and most of the nineteenth centuries. Given the nature of work and the religious composition of this country during this stage of its development, the purpose of work centered on the Protestant work ethic: one worked hard on earth to attain one's proper place in heaven. The second stage began with the industrial era and the growth and development of cities. The Protestant work ethic was offset by people wanting to work so they could earn money and purchase the goods and services which would make their non-work hours more comfortable and enjoyable. Work no

longer was the center of peoples' lives. Additionally, work began to provide people with a source of direction, worth and identity. As society evolved and the purpose and nature of work changed, new kinds of occupations developed.

This led to social scientists attempting to define, identify and categorize the concept of profession. The first person to seriously examine this concept was Max Weber in his work On Law in Ecconomy and Society. He saw the professional as having the qualities of logic, competence and efficiency. Emile Durkheim saw service as an integral element of a profession (Sapp, 1975, p. 25).

In their attempts to define the term profession, earlier researchers attempted to use a set of traits or qualities. It was as though the occupation was a profession if it possessed all of the predetermined elements, and if it did not, it was not a profession. This is termed the taxonomic model.

In the literature, there was seldom any real agreement about which elements define a profession and should be included and which left out. This makes it very difficult to say what a profession is with any degree of precision. Even with this limitation, however, there are terms which keep constantly appearing: highly specialized education, code of ethics, service, and sense of commitment. These are also the themes which are derived when examining the historical developments of professions.

Cogan (1953), in defining a profession, included support of education, performance of service and ethics as the key distinguishing elements. Kooken (1951) defined a profession as a vocation, and a trade as an occupation for profit. Through this definition, he seemed to imply that a profession provides a greater service to society than do other occupational activities, while a non-profession (i.e., a trade), has financial security as its objective.

Greenwood (1957) supported the position that all occupations can be really considered professions because they all may be located on a continuum. However, he saw "orderly" knowledge as the integral element in identifying and distinguishing a profession from other types of employment. He believed this type of knowledge led to the development of theory. He compared disciplines such as music and law with those that do not have a body of specialized knowledge, like punch press and tool and die work.

Barber also supported the continuum approach. "Professionalism is a matter of degree" (1963, p. 672). He cited specialized and systematic knowledge, a code of ethics, a system of awards and symbols of work achievements as the major elements of a profession. He also believed that the professional school has as a "basic function" an obligation to transmit this knowledge base.

The continuum model is also supported by Klegon (1978). He claimed the taxonomic approach is outdated in attempting to define profession. He stated that the continuum concept places more emphasis on organizational style and the practitioner. He claimed that the development of a profession is dictated by change in a society and the timing of change. Klegon listed trust, ethical codes and service as the identifying attributes of a profession.

Simpson and Simpson (1969) addressed this continuum approach when they defined semi-professions. In their view there are occupations not usually thought of as professions that have many characteristics of professions. Such occupations are generally more authoritarian and tend to be more bureaucratic than true professions. They attributed this to these occupations having lower educational requirements for entry. This also reinforces the concept of levels or degree increments inherent in professions themselves.

Moore also argued for the continuum or scale approach to analyzing professions. He said, "We suggest that professionalism should properly be regarded as a scale matter rather than a cluster of attributes and thus attributes commonly noted having differing values" (1970, p. 5). As is the case of the other supporters of the continuum concept, Moore listed his own identifying factors for a profession: full-time occupation, specialized training and education, service orientation, autonomy, and formal organization.

Klegon (1978) cited Moore and quickly criticized him for continuing a taxonomic approach in defining a profession because he listed attributes. Additionally, Moore never actually attempted to add a value to the scale. Klegon's criticism is further justified in reviewing Moore's discussion of education as a element for profession. Moore said a bachelor's degree should be the minimum level of education before an occupation can be considered a profession. He based this reasoning on the other "more learned" professions.

In attempting to define profession, Goode (1960) advanced the view that the continuum approach also has to take into account such diverse elements as commitment, including prolonged specialized training in an abstract knowledge base and collective service orientations. The growth of each individual profession is ongoing, but there is always a constant conflict both within and without the profession, which in reality is a "struggle for power, recognition and income" (p. 902).

All of the previously cited authors regardless of their model included a list of traits in their attempts to identify professions. Although each differs from the others in important respects, several common terms emerge: these are specialized training or education, code of ethics, service, and commitment. The theme which runs through this list is that for an occupation to

have a high level of professional development, it must have a strong educational base. Thus education is central to the formation of a professional and the development of a profession.

Since all occupations have some body of systematic knowledge which has been developed, education serves as the vehicle for delivering this knowledge to each succeeding generation of practitioners. Greenwood said "The role of performance of a professional service presumably involves a series of unusually complicated operations, mastery of which requires lengthy training" (1957, p. 45). He also said that the body of theory determines standards for professional performance. Friedson claimed that through education, the "authority" of the position is replaced by "expertise" (Klegon, 1978, p. 278).

Also, Dolce stated that the more complex an occupation, the more specialized preparatory programs are needed. He also identified three other influences on the preparatory education programs: level of body of knowledge, developments in society and the needs of society (1988, pp. 7-8).

Barber also supported this concept of the purpose of education identified the source for this education: the professional school. He said:

> The university's professional school has as one of its basic functions the transmission to its students of the generalized and systematic knowledge that is the basis of professional performance...Equally important is the university professional school's responsibility for the creation of new and better knowledge on which professional practice can be based (p. 674).

Khoury stated that "the professional training schools exist in the context of a college or university setting with standard programs of study, academic degrees and research activities" (1980 p. 40). Khoury (1980) cited Wilensky's position in describing the role of the professional school. "If these [professional] training schools do not begin within universities...they always eventually seek contact with universities, and there is a steady development of standard terms of study, academic degrees research programs to expand the base of knowledge (and) corps of people who teach rather than practice" (Wilensky, 1964 p. 144).

Moore (1970) stated that professional schools are "the formal gatekeepers: in setting admission standards, standards for performance and requirements for the appropriate degree" (p. 122). According to Greenwood (1957), professional schools serve by providing an opportunity to gradually expose the student to the culture of the profession. They can also serve as a screening device for the profession itself.

Therefore, the professional school has two primary functions; education of the person entering the occupation and the expansion of the base of knowledge through research. The results of this research can not only be applied in the education of the student entering the field but it can also be used by the professional in bringing about change and improving the delivery of services.

There is no agreed upon definition for the concept of profession as distinct from other occupational groups (Berg, 1985, Ben-David, 1963, Barber, 1963, Feville and Jurvis, 1976). However, there are occupational attributes which overlap as the method by which a profession can grow, develop, and evolve (Rand, 1938, Hall, 1969, and Klegon, 1978).

In order for this development to occur, education must be the core of professional evolution. The professional school, by educating people entering the occupation and conducting research which directly benefits the field, will assist in the development of professionalization. According to Wilensky, "The future of professionalism depends on developments in the organization of both work and knowledge" (1964, p.146).

This has many benefits. According to Reiss, "Professionalization is necessary if, for no other reason than that it is the major way we have of guaranteeing that the client will be treated in a responsible way". (1966, p. 28)

This chapter has shown that the key element in the development of a profession is the professional school and the education and research that goes with such a school. There is at the present time no such professional law enforcement school in Minnesota. Additionally, the growth and development of law enforcement as a discipline is being severely stunted and impaired. Without this cornerstone of professionalism, it cannot truly be said that law enforcement is now a <u>profession</u> in the full sense of the word. However, a strong foundation for professional law enforcement has been put into place by the present system of peace officer licensing in Minnesota. This system will be examined in greater detail in the next chapter.

Chapter 4
HISTORY AND DEVELOPMENT OF MINNESOTA'S PROFESSIONAL PEACE OFFICER EDUCATION MODEL

When the Minnesota POST Board was established in 1977, it became a recognized national leader in law enforcement education. It was the only agency of its kind in the nation requiring all of the peace officers in the state to be licensed, and it soon put in place a requirement that every person entering the law enforcement field for the first time complete a minimum of a two-year law enforcement program at the post-secondary level. This educational requirement was and is unique. Although boards and commissions in other states with functions similar to POST's have since adopted pre-service educational requirements similar to ours, no other state has made such a requirement mandatory for all those entering law enforcement for the first time.

Occupational Licensing Boards

Minnesota's POST Board is classified as an occupational licensing board. Chapter 214 of Minnesota statutes governs the functions of licensing boards in the state of Minnesota. The POST Board is one of 21 licensing boards within the state.

The primary function of occupational licensing boards is to ensure that individuals entering certain occupations possess the qualifications necessary to effectively carry out the duties and responsibilities of the occupation. These boards have the responsibility of identifying minimum qualifications to be met by individuals prior to being permitted to function in their specific occupational area. Such boards, moreover, have the additional responsibility for establishing continuing education requirements for practitioners of their respective fields as a condition for continued employment.

According to Minnesota Statute § 214.01 subd. 2, occupations are to be regulated in those cases when:

1) unregulated practice of an occupation may harm or endanger the health, welfare or safety of citizens; and/or

2) practice of the occupation requires a specialized skill.

The POST Board is similar to other occupational licensing boards in Minnesota in that it regulates the pre-service and continuing education requirements of the individuals it licenses.

History of the POST Board

In 1977 the Minnesota Board of Peace Officer Standards and Training was created by action of the Minnesota legislature. It replaced the Minnesota Peace Officer Training Board, a state agency that administered a certification system. The POST Board was created as a state agency and given the authority to <u>license</u> peace officers, replacing the certification system of its predecessor. The POST Board receives administrative support services from the Department of Public Safety.

There was no single legislative intent behind the legislature's establishing of the POST Board, a fact noted by earlier observers (Spring Hill Center; 1979, p.2). What occurred was a "merging and compromising of diverse interests." Simply stated, these interests sought to establish: 1) the development of professionalism within the law enforcement occupation; 2) the shifting of the burden of pre-service education from local units of government to the individual wishing to pursue a law enforcement career by using the existing Minnesota higher education system; 3) developing standards of conduct designed to increases the public trust in law enforcement; and 4) reducing civil liability by establishing minimum pre-service and continuing education standards, and minimum selection standards.

The original legislation allowed for the "grandfathering" of peace officers who were already employed by Minnesota law enforcement agencies. Those who entered the profession after the advent of licensing had to meet all selection standards and pre-service educational requirements established by POST Board administrative rules.

The Board of Peace Officer Standards and training is composed of 15 members, 14 of whom are appointed by the governor to serve four-year staggered terms. The membership of the Board is designed to reflect a variety of law enforcement and non-law enforcement representation. Of these fifteen members, the breakdown is as follows:

- four peace officers from municipalities, (two of whom are chiefs of police);
- two sheriffs;
- two active peace officers (one of whom is a member of the Minnesota State Patrol);
- two former law enforcement officers;
- two elected officials from cities with a population of under 5,000 from greater Minnesota;
- two citizen members.
- the fifteenth Board position is an <u>ex-officio</u> position filled by the Superintendent of the Bureau of Criminal Apprehension.

Peace officer education and training requirements, minimum selection standards and standards of conduct are set forth in Minnesota Statutes §§ 626.84 through 626.863, and are promulgated in rule form in Minnesota Rules 6700. Further, the POST Board is authorized to establish minimum education requirements for entry level peace officers, to certify and provide technical assistance to educational institutions which this pre-service education, to identify and ensure compliance with requirements for renewal of the peace officer license in the area of continuing education, and to administer licensing examinations. The Board is also empowered to develop and enforce standards of conduct and to develop minimum selection standards for entry level officers. Finally, the Board is authorized to conduct studies relative to peace officer standards and training, such as on the subjects of bias-motivated crimes and police pursuits, provide technical assistance to law enforcement agencies, administer reimbursement to local agencies for continuing education, and conduct investigations of cases of alleged police misconduct.

The Board has consistently maintained that it is of the utmost importance that the law enforcement profession self-regulate the conduct of its members. Therefore, professional standards of conduct have been formulated, and violations of these standards result in disciplinary action ranging from verbal reprimand to license revocation. The Board receives and reviews complaints of violations of these standards to ensure public confidence in the integrity of Minnesota peace officers.

The POST Board helped establish a system of reimbursing local units of government for peace officer continuing education and training costs. Reimbursement funds are generated through a penalty assessment system whereby a ten percent surcharge is added on to all non-parking traffic violations. This reimbursement system has been an effective means of assisting local law enforcement agencies to provide quality training to their officers.

Although the POST Board is organizationally and functionally similar to other occupational licensing boards, there are some differences. Most recently, the legislature has used the resources of the Board to assist in the development of policies and procedures in such areas as allegations of misconduct, vehicle pursuits of fleeing suspects and training in the area of bias-motivated crimes. Finally, the Board is required to report to the governor and the legislature concerning the activities of the Board.

A final note should be included concerning the creation of the POST Board. When the original concept of the Board was developed there was substantial opposition to its creation. The opposition came from major law enforcement organizations, the League of Cities, Counties, and League of Small Cities, and a large group of law enforcement administrators. These groups actively lobbied

against the creation of the Board, and especially in the case of the League of Small Cities, this opposition continued for some years. However, despite the initial opposition, (based ironically on many of the opposition's arguments which are being proposed today concerning the need for a Baccalaureate degree) the Board was created and in subsequent years this opposition dissipated when many of the fears expressed by these groups never materialized.

Educational Philosophy

The POST Board is committed to the principle that the law enforcement occupation is a profession, and thus the professional model of a broad-based education is the model followed in Minnesota. As is the case in pursuing any profession, each student is responsible for obtaining the required educational qualifications before gaining entry into the job market. This education is provided by the Minnesota higher education system, or in the case of students educated outside of Minnesota, the higher education or professional education system of the student's home state. The Board is cognizant of and responds to the constantly changing nature of the law enforcement profession by regularly updating the learning objectives used as the basis for the professional peace officer curricula.

The Board is also committed to the tenets of cultural diversity, and has consistently promoted constructive efforts to recruit persons of color and women into the law enforcement profession. In an effort to achieve this goal, all educational providers approved by the Board are required to formulate procedures to ensure that the learning experience is free of cultural or gender bias. Unlike other licensing boards, the POST Board requires the reporting of affirmative action statistics by each of its certified law enforcement programs.

For the purposes of this report, we will describe the peace officer educational system in the following three segments: 1) the delivery system; 2) the curriculum; and 3) the selection, hiring and licensing process.

The Delivery System

One of the intentions of the legislature in the creation of the POST Board, was to utilize the resources of the existing Minnesota higher education system to provide the pre-service education for future peace officers. Law enforcement and criminal justice education programs were already in existence in each of the four types of higher education programs in Minnesota at the time POST came into being. Technical colleges, community colleges, state universities and private colleges had already become closely involved in law enforcement/criminal justice education during the 1970s as a result of the federal program, the Law Enforcement Assistance Administration (L.E.A.A.). Many of these already had clearly defined major programs in place. One of the first actions of the new Board was to invite all interested educational

institutions providing this education to submit application for certification as pre-service education providers.

At present the POST Board certifies the following post-secondary institutions to offer the Professional Peace Officer Education (PPOE):

Community Colleges
- Inver Hills Community College
- Lakewood Community College
- Law Enforcement Training Center
- Mesabi Community College
- Minneapolis Community College
- Normandale Community College
- North Hennepin Community College
- Northland Community College
- Rochester Community College
- Willmar Community College

Private Colleges
- St. Mary's College of Minnesota
- University of St. Thomas

State Universities
- Bemidji State University
- Mankato State University
- Metropolitan State University
- Moorhead State University
- St. Cloud State University
- Winona State University

Technical Colleges
- Alexandria Technical College
- Hibbing Technical College

Individuals interested in pursuing a career in law enforcement complete their professional education by earning either a two-year or four-year degree at one of the above certified institutions. Students must also complete a clinical skills program as either a part of or as an extension of their academic degree program. The bifurcated delivery of these two components of the professional education occurs in the programs of the community college and state/private university systems. The integrated curriculum is available only in the programs of the two technical colleges.

Although this utilization of the Minnesota higher education system to provide pre-service peace officer education reflects what is probably a national trend in law enforcement education from narrow training goals toward a broader based educational experience for peace officers, Minnesota was and is still the first and only state which has, as a state-wide entry-level requirement, the completion of a post-secondary degree program.

The fact that several different higher educational systems are involved in the Professional Peace Officer Education process

results in a diversity of educational choices for prospective law enforcement students. The choices range from the highly structured and focused law enforcement curricula found in the technical colleges, to the broadly-based liberal arts curricula of the private or state university systems. Many programs offer the law enforcement curriculum in evening and weekend formats, thus enhancing the opportunities for working adult and career change students. One program offers the entire academic component curriculum in independent study format.

Students who already hold a two-year or four-year degree in a discipline outside of law enforcement do not have to complete an entire degree program to become eligible for a peace officer license. These students can enter law enforcement certificate programs, similar to teaching certificate programs, and take only the required core courses in the law enforcement curriculum to complete the professional peace officer education program. Such programs can be pursued at any of the certified institutions.

Curriculum

The curriculum in the professional peace officer education programs in Minnesota is based on job task analyses carried in the mid 1970s. It is published as the Learning Objectives for Professional Peace Officer Education (1989). The Board recognized early on that the variety of institutions providing the professional peace officer education, as well as the faculty, would be a very diverse group. The Board was sensitive to the academic freedom needs of these faculties and institutions. However, there also existed a need for a uniform and consistent learning experience for all students, regardless of the higher education institution the student attended. The learning objectives were therefore a response to both needs: the need for consistency or uniformity of curricular experiences, as well as an acknowledgement that diversity could and should exist between programs.

The original learning objectives were approved and published by the Board in 1978. They were formulated by a multi-disciplinary group of higher education instructors, peace officer training officers and representatives of the legal profession. Updated versions of the learning objectives were re-published in 1982 and 1983, reflecting changes in law, administrative rules, and incorporating suggestions by the educators who had been supervising program delivery. A complete revision of the learning objectives was undertaken in 1988-89 and published in September, 1989. Multi-disciplinary focus groups were created to review each section of the learning objectives, to remove outdated or inaccurate information and to make necessary changes dictated by the changing nature of the law enforcement profession as reflected in national issues and trends in law enforcement and society in general, and from job task analyses. A major subsection on Cultural Awareness was added at this time.

The following are the current major areas of study in the professional peace officer curriculum:

Academic Component

1) Administration of Justice
2) Minnesota Statutes
3) Criminal Procedure
4) Human Behavior
5) Juvenile Justice
6) Operations and Procedures
7) Cultural Awareness

Clinical Skills Component

8) Techniques in Criminal Investigation and Testifying
9) Patrol Functions
10) Traffic Law Enforcement
11) Firearms
12) Defensive Tactics

In 1989, the POST Board enacted an administrative rule which requires each certified institution to submit a renewal application for certification every five years, beginning in 1990. This requires each program to conduct a self evaluation and to provide documentation that the program is receiving support from its administration, that it continues to have and use the resources necessary to provide a learning experience which addresses the minimum requirements outlined in the POST Board learning objectives and that the program meets all other requirements for certification.

Considerable diversity exists among the various law enforcement programs offered in Minnesota. This diversity results from such various factors as the degree options available to students, the differing educational environments and missions of these colleges and universities and the geographic locations of the provider institutions. Consistency of the basic curriculum or core courses in law enforcement is maintained by adherence to the Learning Objectives.

Selection, hiring and licensing process

An individual is not licensed until all education and training has been completed, and all minimum selection standards as outlined in Minnesota Rules 6700.0700 are met. The hiring agency is responsible for ensuring that applicants for hire satisfy these selection standards. These minimum selection standards are:

1) Applicant is a citizen of the United States.
2) Applicant possesses a valid drivers license.
3) Applicant completes a comprehensive written application.
4) Applicant must never have been convicted of a felony.
5) Applicant must submit to a thorough background investigation.
6) Applicant must have a thorough physical examination by a

licensed physician.

7) Applicant must undergo a psychological evaluation by a licensed psychologist.
8) Applicant must pass a physical strength and agility examination to measure job-related skills. (Successful completion of clinical skills may be used to satisfy this standard.)

It should be noted that hiring agencies have the authority to apply any additional standards for hiring which may exceed these minimum standards. It is also the responsibility of the hiring authority to determine what physical standards its personnel must meet.

Selection standards and other information on hiring is provided to each student at the beginning of their academic component program. This is accomplished through the use of a student advisory form. Students who may have trouble gaining employment in a law enforcement agency due to health problems, criminal records and the like, should be informed of these potential problems early on in their programs so that they may make intelligent choices regarding their careers. Students who elect to proceed through the educational process, even though they do not meet the minimum selection standards, are advised that they may not ever be employable in a law enforcement capacity, even if they do successfully complete their programs.

The peace officer licensing examination is similar to other occupational licensing examinations and is designed to identify those students who have attained a certain level of proficiency or better in law enforcement related theory and practice. Successful completion of the examination does not speak to the relative merits of individual candidates, and it does not rank order these candidates by competence level. The ranking of the abilities of applicants as potential employees is the responsibility of each hiring agency. It has always been the position of the Board that the mere passing of the licensing examination does not represent the final stage of a student's education. It is the responsibility of hiring agencies to provide the potential new employee with an orientation program to the agency, some form of field-training program to ensure that new officers receive direct supervision in the early stages of their career, and that this supervision period be used to make final decisions concerning the appropriateness of employing the new officer on a permanent basis within the agency. This form of mentoring is consistent with other models of professional education and helps ensure that the student makes the transition from the theoretical to the practical with the necessary guidance that occurs in other professional occupations. Probationary pericds are needed to classify new employees before final retention decisions are made.

Continuing Education and Professional Development

Law enforcement agencies have the additional responsibility of ensuring that their peace officer employees continue to learn and grow as they progress in their careers. Continuing education serves as one way to provide that career development opportunities are available to peace officers.

Continuing education is an essential component in the peace officer licensing system in Minnesota. The basic requirement is simple and it is related to the ongoing status of every officer's license. The peace officer license is issued for a three-year period. Peace officers must earn 48 hours of continuing education during each three-year licensing period. If an officer fails to earn the necessary credits, his or her license is placed into a "lapsed" status, and the officer can no longer exercise peace officer powers until he or she earns the necessary credits.

The POST Board is responsible for keeping records of the continuing education of all peace officers. Law enforcement agencies receive a computerized listing of all officers twice a year. This record is used to identify officers who are in need of continuing education credits.

The POST Board has adhered to the principle that continuing education plays an essential role in ensuring a high level of effective law enforcement in Minnesota and that individual law enforcement agencies are in the best position to determine the continuing education needs of the officers of the agency. Therefore, agencies have been given the authority and responsibility to identify the areas in which officers will receive continuing education. In general this has been done quite responsibly and in spite of initial fears to the contrary.

Chapter 5
MINNESOTA HIGHER EDUCATION AND ITS RELATIONSHIP TO LAW ENFORCEMENT

Law enforcement education and the higher education system in Minnesota have had a unique relationship during the past ten years. Minnesota is still the only state that depends exclusively on its higher education system to provide all law enforcement education for those wishing to pursue careers in this field. This section of the report examines the components of this higher education system and how they relate to law enforcement education. The mission statements, transferability of credits, access issues, and cultural diversity will also be discussed. Additionally the possible future directions for the Technical College, Community College, and State University systems, as well as Private Colleges and Universities will be examined. The fourth public higher education system, the University of Minnesota, is not covered in this section because it no longer offers the Professional Peace Officer Education. The University of Minnesota does not believe that this education is within its mission as a land-grant University.

(**Note:** The information for this section of the report was provided by each of the major systems of higher education in the state.

MISSION STATEMENT

Minnesota's public colleges and universities provide a varied choice of programs to students interested in law enforcement or criminal justice studies. The mission statement for each of the higher education systems attempts to justify the type of degree offered. Differences in program content, emphasis, and the kind of degree awarded reflect each system's overall mission. We will look briefly at each of the principal types of post-secondary programs offered in Minnesota, their mission statements, the manner in which each provides law enforcement education.

TECHNICAL COLLEGES

Alexandria and Hibbing Technical Colleges offer the PPOE in an integrated curriculum format. Additionally, they offer a clinical skills component for Community College, State University and private college students after they complete their degree program. The stated mission of the Technical College System is "to provide ethical and innovative leadership for occupational education." That mission emphasis has been maintained through the curriculum of their programs and through cooperation with community colleges and state universities to obtain transfer-level general education at all but two of the state's technical colleges. Alexandria Technical College is one of the two institutions which does not have such a cooperative agreement.

At Hibbing Technical College, the local community college provides the general education courses through a joint program agreement. However, at the present time, the amount of credits which do transfer from technical college programs to baccalaureate institutions varies significantly from institution to institution.

COMMUNITY COLLEGES

The mission of the Minnesota Community Colleges includes providing liberal arts and technical education degree programs that can be transferred to count toward baccalaureate programs and/or entry into the employment market. One half-to two-thirds of the courses in associate degree programs in community colleges are liberal arts courses.

Nine community colleges, five located in the seven-county metropolitan area and four in Greater Minnesota, offer two-year Associate in Applied Science, Associate in Science, or Associate of Arts degree programs in criminal justice or law enforcement. The following Community Colleges offer the Professional Peace Officer Education: Inver Hills, Lakewood, Minneapolis, Normandale, North Hennepin, Mesabi, Northland, Rochester, and Willmar Community Colleges. All law enforcement or criminal justice programs generally include related courses in sociology, psychology, and political science in addition to the general education core and the law enforcement core. The Clinical Skills Component is not delivered as part of a degree program at these Community Colleges. Students who complete the Academic Component of PPOE at one of these institutions attend the Clinical Skills Component after they graduate. The majority of Community College students attend the Law Enforcement Training Center (LETC), which is operated by the Community College system at Normandale Community College. The remaining students attend a separate Clinical Skills Component offered at Hibbing and Alexandria Technical Colleges.

STATE UNIVERSITIES

It is the mission of the Minnesota State University System to "provide high-quality, accessible education which will enrich individual lives, increase economic opportunity, and contribute to the community." This mission statement also commits the system to "the exploration and dissemination of knowledge; development of cultural, intellectual, and humane sensitivities; improvement of professional, scientific, and technological competence; and enhancement of values and purpose."

Five of the seven Minnesota State Universities offer degree programs in criminal justice and/or law enforcement. The Academic Component of the Professional Peace Officer Education is offered at the following state universities; Bemidji State, Mankato State, Moorhead State, St. Cloud State, Winona State, and Metropolitan State.

Although Metropolitan State University does not offer a

specific degree in this subject area, students completing the individualized baccalaureate degree can complete courses in criminal justice that lead to peace officer licensure. As with Community College students, State University students, (and Private College and University students) receive the Clinical Skills Component education after graduation. However, these students also must attend either the LETC, Alexandria Technical College, or Hibbing Technical College. Again, the majority of these students attend the LETC.

It is important to note that none of the State Universities (or Private Colleges/Universities) offers the Clinical Skills Component of the PPOE, even though they offer the Clinical Components for teacher education, nursing, engineering, and other professional education programs.

DEGREES AWARDED

1. Technical Colleges

The Technical Colleges provide the graduating student with an Associate of Applied Science Degree (AAS). The AAS degree in the technical college system is designed as a terminal degree, and is heavily concentrated in occupational courses, with approximately 30 quarter credits of the 90-credit degree program being in general education courses, and the remaining 60 credits being in law enforcement-related occupational courses.

2. Community Colleges

The law enforcement programs in the community colleges are designed to facilitate transfer to institutions offering the Baccalaureate degree. All of the general education courses transfer as equivalent courses to those in lower division at four-year institutions. One-half to two-thirds of the courses in the Associate degree programs in the community colleges are general education courses, with the number depending on the type of degree (AAS, AS or AA). The specialized law enforcement courses either transfer as equivalent courses in law enforcement/criminal justice or as degree electives. In many cases, students elect to complete the Associate of Arts degree which, under an agreement with the State University System, allows the degree to satisfy lower division general education requirements. Potential for law enforcement curriculum that is fully-articulated between community colleges and state universities will be reviewed in the near future.

3. State University and Private Colleges

State University and Private College programs offer Bachelor of Science (BS) of Bachelor of Arts (BA) Degrees.

TRANSFER ISSUES

The higher education systems are currently undertaking efforts to improve the transferability of credits earned in law enforcement and criminal justice programs. Initiatives include a review of

transfer policies that apply to two-year colleges and specific program articulation efforts.

ASSOCIATE OF APPLIED SCIENCE

The AAS degree is not considered to be a transfer degree and requires special consideration if a student plans to pursue a Bachelor's degree after receiving the AAS degree. Under transfer policies for acceptance of credits proposed by the State University and Community College systems, any student who transfers with an Associate of Applied Science degree would be granted credit at the receiving institution for the general education credits, 24 credits of occupational program electives, and further credit for any courses judged by faculty at the receiving institution to be comparable or equivalent to courses they offer. Planned inter-system articulation efforts would undertake a course-by-course review to judge equivalency.Under policies proposed by the State University System and the Community College System, students who transfer with an Associate in Applied Science degree would receive 32 credits of general education, 24 credits of occupational program electives, and further credit for any courses judged by faculty at the receiving institution to be comparable or equivalent to courses they offer. Planned inter-system articulation efforts would undertake that course-by course review to judge equivalency.

ASSOCIATE OF ARTS AND ASSOCIATE OF SCIENCE

These degrees from the Community Colleges are designed to facilitate transfer to institutions offering the Baccalaureate degree. All of the general education courses transfer as equivalent courses to those in lower-division at four-year institutions. The law enforcement courses may transfer either as equivalent courses in law enforcement/criminal justice or as degree electives. Under an agreement with the State University System an associate of arts degree is transferable and counts toward the first two years of a four year degree.

The following is a listing by system of the number of students who took the Peace Officer Licensing Exam in 1989:

TECHNICAL COLLEGES--145
COMMUNITY COLLEGES--218
STATE UNIVERSITIES/PRIVATE COLLEGES--125

GEOGRAPHIC ACCESS

Access to law enforcement education is an important feature of Minnesota's higher education system. Students should have access to law enforcement programs in all geographic areas of Minnesota.

Geographic access is facilitated by the "Common Market" program. This agreement between the State Universities provides opportunities for students enrolled in any one state university to take courses at any other state university. This extends program-access without having to offer every program at every university.

"Extended Campus" programs provide yet another type of access which involves bringing a college to the student rather than the student to the campus. This type of program allows students who are unable to attend courses on campus, for whatever reason, access to higher education. Examples of extended campus programs include Inver Hills Community College offering courses in St Paul's West Side, Northland Community College offering courses in Brainerd, and Hibbing Technical College offering courses in Duluth.

COMMITMENT TO DIVERSITY

Technical Colleges, State University and Community College Systems have set institutional goals for recruitment, enrollment, and retention of racial and ethnic minorities and women. These systems have made a commitment to diversity and have developed, or are in the process of developing a plan. The goals of these plans can be categorized into four areas. These are:

1. Increase the recruitment and retention of students of color.
2. Increase the number of women and people of color hired into staff and faculty positions.
3. Diversify and revise curriculum to be gender and culturally fair.
4. Improve the campus/community climate in relationship to under represented populations.

When one looks at a profile of Minnesota minorities, it becomes clear why there is a need for a plan to ensure cultural diversity. According to HECB, there is a rapid increase of growth among Minnesota's minority populations. Although minorities make up only 4% of the state's population, they account for 30% of the state population growth since 1980.

In the past five years, the number of minority students enrolled in post-secondary institutions increased by about 2,000. In Fall 1983, about 9,450 minority students were enrolled in Minnesota post-secondary education; by Fall of 1987, there were about 11,300. In Fall 1988, the number of minority students exceeded 12,000. The percentage of minority enrollment at Minnesota's higher education institutions according to the Chronicle of Higher Education Almanac 1988 is as follows:

At public 4-year institutions... 4.3%
At public 2-year institutions... 4.1%
At private 4-year institutions.. 4.4%

Although post-secondary enrollment rates for minorities have risen, concern continues to exist. The retention and degree completion rates are lower for minorities than whites, and the articulation and transfer processes are not used to a great extent by minority students. (Further minority enrollment data is found in Appendix B.)

FUTURE GROWTH AND DIRECTION OF LAW ENFORCEMENT PROGRAMS

The 1990s present some interesting challenges for the future growth and direction of programs. Among the issues identified by the higher education systems are:

1. Counseling students in career objectives and assisting them in selecting programs that best meet their objectives.
2. Establishing transfer relationships with the three public higher education systems involved in peace officer education.
3. Addressing cultural diversity and gender-fair issues.
4. Accessing the future peace officer employment vacancies.

PRIVATE COLLEGES: Two privately operated institutions offer professional peace officer education (PPOE): Saint Mary's College of Minnesota and The University of St. Thomas. The mission of Saint Mary's College of Minnesota is to promote the discovery and transmission of knowledge and values. It achieves its mission by providing integrated liberal and career education in those fields of study appropriate to the college's expertise and resources.

According to St. Mary's College of Minnesota, the Criminal Justice major degree carries its mission through an interdisciplinary program in the social and behavioral sciences, emphasizing a Liberal Arts approach to the administration of, practice in, and understanding of the Criminal Justice System.

Students majoring in Criminal Justice are required to complete a total of 39 semester credits consisting of 24 core and 15 elective credits. Students seeking careers in law enforcement must select the required course for the Academic Component of the PPOE.

The University of St. Thomas is an urban university committed to the development of morally responsible individuals who combine career competency with cultural awareness and intellectual curiosity. Its undergraduate programs provide a liberal arts education as well as education for a career.

The program in Criminal Justice provides students with an understanding of the entire criminal justice system while at the same time allowing them to take specific coursewrok in an area of particular interest.

The University offers a B.A. degree in sociology/criminal justice. This major consists of thirteen courses including courses in sociology, psychology, law, political science, and physical education. A total of 132 semester hours (33 courses) is required for graduation.

CURRENT ISSUES IN HIGHER EDUCATION

As issues in higher education change there will be an effect on law enforcement education. One of the state agencies addressing higher education issues is the Higher Education Coordinating Board (HECB). It is currently conducting a statewide study of post-secondary needs and strategies for meeting the needs. The study, called MSPAN 2000 (Minnesota Study of Post-Secondary Access and Needs), began in 1988, and is scheduled for completion by December 1990.

The first phase of MSPAN is complete. Referred to as MSPAN I, this phase of the project consists of a major examination of the conditions and changing needs of post-secondary education among residents in Minnesota's urban population corridor from St. Cloud to Rochester, including the Minneapolis/St. Paul Metropolitan Area.

Section two presents an analysis of alternative strategies to address higher education needs in Minnesota. Of the many topics discussed in this study, three are of particular importance as they relate to law enforcement education:

1. Creative Use of Financial Aid Mechanisms:
   Strategies listed in this section of MSPAN suggest the need for further study into the creation of alternative and additional financial aid programs for non-traditional students including minority, older than average and part-time students.

   Categorical financial aid programs have been suggested as a strategy. These programs are designed to encourage students to enter particular fields of study where shortages exist or are expected.

   Additional discussion focuses on programs that encourage completion of degrees and subsequent job placement outcomes. Such incentives might take the form of loan forgiveness provisions for graduates who are subsequently employed in traditionally lower paying public service jobs, like teaching in inner city schools, or graduates who return to family farming in the rural parts of greater Minnesota.

2. The Development of a New Urban University:
   The term "urban university" is not well understood in Minnesota as no such institution currently exists in the state. In summary, urban universities tend to focus everything they do on the needs of the urban region of which they are a part. Urban Universities provide research and technical assistance that are directed on urban issues and range from traffic congestion to neighborhood housing rehabilitation. Graduate and research programs are oriented to application rather than theory. They are highly responsive and accessible to their urban constituencies and maintain close working

relationships with city schools and offices of local government.

As it relates to students, the development of a new urban university could meet the needs of both traditional age students and older students. The new urban university would also emerge as an alternative to the University of Minnesota, and State Universities, and would affect transfer issues.

As it relates to law enforcement, an urban university would provide opportunities for higher education systems and law enforcement agencies to work together to address law related community issues.

A danger involved in the development of an urban university is that it may be viewed as a "dumping ground" for minorities, immigrants and underprepared students rather than as a positive educational alternative. To avoid this problem, special attention would need to be given to adequate funding, developing appropriate recruitment, counseling, and retention programs to ensure academic success of such students and ensuring a diversity of educational programs and clientele.

3. Cultural Diversity:
An additional current issue in higher education addressed in MSPAN is the commitment on the part of higher education systems to cultural diversity.

MSPAN suggests that Minnesota undertake a major study of the conditions affecting the participation of students of color in post-secondary education. Separate studies should be conducted on each major ethnic/racial group and include:

- A description of the current status of students of color in post-secondary education.
- Identification of the results of activities designed to serve the minority population and evaluation of these programs so that adjustments can be made.
- Identification of current problems in the collection and maintenance of data regarding minority students plans beyond high school and their participation in post-secondary education.
- Involvement of individuals from the minority community in all activities of the study.
- Development of recommendations designed to improve state, system, institution, and program level policies and practices related to minority post-secondary education in

Minnesota.

The commitment of higher education to cultural diversity will hopefully result in a larger pool of students of color staying on to complete degrees and pursuing careers in fields, such as law enforcement, where there has traditionally been under-representation.

The second phase of the project called MSPAN II, will address the needs of residents in the remaining areas of the state. Preliminary assessment of the MSPAN II indicates unmet demands for post-secondary education by Greater Minnesota residents. These demands include: block scheduling of courses during the mornings; evening courses; two plus two programs with all four years located on selected community college campuses; off-campus degrees; masters degrees in addition to education and other human services; accelerated degree programs; academic information and academic counseling prior to enrollment; and administrative services during the evenings.

The preliminary MSPAN II report also identifies several needs in greater Minnesota which, until now, have gone unmet. Such needs identified in the report include improved education completion by Native Americans, Hispanics and African Americans, better college preparation for the lower half of the high school graduation class, short-term certification or diploma programs (credit or non-credit) for the retraining of professionals and managers to keep up with changing job requirements, and custom-designed education or training (credit or non-credit) under contracts negotiated between colleges and organizations.

Chapter 6
SALARY AND LABOR TRENDS IN MINNESOTA FOR LAW ENFORCEMENT PROFESSIONALS

Since the advent of Peace Officer licensing in Minnesota in 1977, the number of students completing the professional peace officer educational system and becoming qualified to fill law enforcement positions has been largely self-regulating. Under the previous training academy system, individuals, in most cases, did not receive training until after they had secured employment with a law enforcement agency. Moreover, when a law enforcement agency hired an individual to work in a law enforcement capacity, under the previous training system the agency did not have to limit job candidates to only those who had completed a professional peace officer education program and had earned at least a two-year post-secondary degree, as is the case now.

The present system of professional peace officer education closely parallels the educational preparation for practitioners of other licensed occupations. Individuals commence their professional education in law enforcement on their own initiative and with no guarantee that they will secure employment in law enforcement when their education has been completed. Indeed, one of the features of professional peace officer education in the higher educational setting is that even individuals who may have little or no chance of ever working in a law enforcement role due to severe physical disability, for example, or for having a felony conviction on their record, are free to pursue law enforcement/criminal justice studies for their own personal enrichment.

In this section four aspects of labor-related law enforcement issues currently at work in Minnesota will be discussed. These four issues are: law enforcement employment trends; the current numbers of students coming out of professional peace officer education system since 1980; entry-level law enforcement salaries; and the question of how employment prospects and salaries for peace officers might be affected by a four-year degree requirement.

I. General trends in law enforcement employment.

As the state occupational board which licenses all peace officers entering law enforcement for the first time, the Minnesota POST Board has been in a position to observe general trends in peace officer employment throughout the decade of the 1980s. Peace officers are a unique occupational group in that their professional employment by definition must always occur through a governmental body, that is, through a city, county or state law enforcement agency. An individual cannot obtain a peace officer license without being appointed to a position by a governmental unit, i.e., a city, county or state law enforcement agency. No other professionally licensed occupational group has this unique characteristic. The closest another occupational group comes to this kind of shared

responsibility with a governmental agency is that of teachers, but of course teachers are not limited to teaching in public schools when it comes to engaging their professional services.

The total number of licensed peace officers in Minnesota has risen steadily since the inception of licensing in 1978. In 1980 there were 6600 licensed peace officers in the state; in 1982, 7400, and at the present time (1990) there are just over 7500. The figure for 1980 does not reflect the actual number of officers working at that time, because there were also several hundred provisionally licensed officers working at that time, a category which no longer exists. Provisional licenses were issued to peace officers who were in their first year of employment; now officers in this group are counted as licensed.

There is an underlying factor that exerts a perceptible influence on this trend and should be considered separately, namely the use of peace officers working on a part-time basis. There is no doubt that some of this overall increase in the number of licensed peace officers is due to the increased utilization of peace officers working on a part-time basis. Part-time employment in law enforcement has always been an accepted way for police departments to supplement their complement of full-time officers. Since prevailing employment trends in law enforcement hiring in Minnesota have produced a small surplus of available candidates for full-time law enforcement positions, many individuals who have completed the professional peace officer education and examination requirements are willing to take part-time law enforcement positions, a mutually advantageous arrangement, since the part-time employee thereby gains his or her peace officer license, and the department the individual works for gains a fully trained and licensed officer whose utilization is not limited in the ways that other kinds of part-time law enforcement employees are. Many times these peace officers working on a part-time basis eventually move into full-time positions within the same department once such a position becomes available. There are no precise figures on this phenomenon, partly due to the fact that the number of hours a peace officer works is strictly between the officer and his or her department, it is clear to the POST Board in its day-to-day dealings with law enforcement agencies throughout the state that such a trend is occurring with greater frequency. It should be noted, however, that it is difficult to know precisely to what extent the overall increase in the number of licensed peace officers in the state is attributable to this factor.

Below is the number of new licenses issued since 1980. It should be pointed out that the figures for 1980 and 1981 are not typical of the group as a whole because during these years, the initial licensing of officers who had already been working was taking place.

FISCAL YEAR	NUMBER LICENSED
1980	493
1981	884
1982	240
1983	261
1984	268
1985	279
1986	321
1987	370
1988	434*
1989	359
1990	396

*The figure for 1988 is slightly inflated because approximately 30 constables were "grandfathered" in that year by a special legislative provision.

II. The Number of Potential New Officers Entering the Labor Pool Each Year

The number of individuals taking and passing the POST licensing examinations each year gives a good indication of the number of potential new peace officer employees who are entering the labor market in Minnesota each year. It should be explained that prior to 1990, the examination process for those seeking licensure consisted of two independent phases: an academic examination was taken upon completion of a student's two-or four-year academic program, successful completion of which was a necessary prerequisite for skills training; and a skills examination which candidates for licensing had to take and pass as the final requirement for becoming eligible to be licensed as a peace officer. The POST Board also administers a Reciprocity Licensing Examination to qualified law enforcement officers who have been trained and have gotten experience in another state or in certain branches of Federal Law Enforcement. To qualify for the reciprocity licensing examination, an individual must meet certain minimum levels of training and experience and have worked in law enforcement in the previous four years. The number of individuals passing the skills and reciprocity licensing examinations each year is the best indicator of how many people are entering the labor force.

It should be noted that the number of law enforcement students taking the skills examination and who have graduated from four-year degree programs is presently about 25%. This statistic is significant because if the four-year degree requirement were in place at the present time the number of individuals who would be eligible-to-be licensed would clearly be insufficient to fill the current average number of new licenses issued each year.

The following table is intended to give some idea of how many people are entering law enforcement in Minnesota each year.

Table 1.
INDIVIDUALS BECOMING ELIGIBLE TO BE LICENSED THROUGH PASSING POST LICENSING EXAMINATIONS

FISCAL YEAR	SKILLS EXAM	RECIPROCITY EXAM	TOTAL
1980	166	31	197
1981	307	78	385
1982	324	89	413
1983	357	70	427
1984	364	56	420
1985	478	44	522
1986	432	47	479
1987	431	53	484
1988	420	33	453
1989	353	46	399
1990	205*	31	347*

*The 1990 figures differ a bit because of the changeover to a single examination to replace the "academic and skills" licensing examinations given previously. Within this period, 111 Peace Officer Licensing examinations were administered as well.

III. Starting Salaries For Entry Level Peace Officers

In any discussion of the potential impact a four-year degree requirement would have on the law enforcement profession in Minnesota, it is necessary to consider the question of peace officer salaries, and whether the existing system of peace officer licensing has had an impact in this regard. For purposes of this study, we determined to look at comparative salary data for selected representative law enforcement agencies around the state. Since the POST Board itself has never collected data on peace officer salaries, the information we sought was not readily available. The best source of information is the annual survey published each year by the D.C.A. Stanton Group. The data gathered by this annual survey is not consistent from one year to the next, however, so the POST Board had to supplement the Stanton Group surveys with direct telephone contacts to the agencies involved.

Table 2.

A. ENTRY-LEVEL SALARIES FOR REPRESENTATIVE LAW ENFORCEMENT AGENCIES IN GREATER MINNESOTA

Agency/year	Blue Earth County	Mankato	Mapleton
1980	$13,159	$14,820	$12,996
1985	$18,720	$22,020	$16,200
1990	$24,918	$27,048	$17,700

Agency/year	Clay County	Moorhead	Hawley
1980	$11,952	$17,112	N/A
1985	$16,824	$20,856	$15,900
1990	$19,740	$25,032	$16,104

Agency/year	St. Louis Co.	Duluth	Biwabik
1980	$16,896	$15,852	$12,720
1985	$22,932	$20,088	N/A
1990	$23,856	$22,656	$19,989

Agency/year	Stearns Co.	St. Cloud	Avon
1980	$14,040	$15,048	N/A
1985	$19,272	$20,328	$15,912
1990	$21,184	$25,524	N/A

Table 3.

B. ENTRY-LEVEL SALARIES FOR REPRESENTATIVE LAW ENFORCEMENT AGENCIES IN THE TWIN CITIES METROPOLITAN AREA

Agency/year	Minneapolis	St. Paul	Bloomington
1980	$15,156	$16,536	$15,036
1985	$18,276	$22,692	$20,640
1990	$24,931	$32,075	$25,164

COMPARISON WITH TEACHING SALARIES

As a point of comparison, the reader might wish to look at statewide starting public school teachers' salaries over the same

period. The teaching profession in Minnesota bears a close resemblance to that of law enforcement because, as with law enforcement, teachers exercise their professional responsibilities through public institutions and also because the educational requirements for obtaining teaching certification were increased in Minnesota from two to four years at a relatively recent date (1960s).

The following is the state-wide average for the starting salaries of teachers in Minnesota with a Baccalaureate degree.

1980	$10,975
1985	$17,057
1990	$19,000 (Greater Minnesota) Estimate
	$20,000 (Twin Cities Metro) Estimate

It should be kept in mind that teachers' salaries are for the nine school months of each year. Accordingly, these salaries should be computed at 33% higher than the given values to give any kind of realistic comparison with peace officer salaries during the same period. Thus the average public school teacher's salary for 1990 if computed on a twelve-month basis would be $26,000. Compare those figures with average salaries for all occupations in Minnesota over the same period.

Table 4.
COMPARATIVE SALARY DATA (ALL OCCUPATIONS)

Year	Avg. Salary Statewide (All occupations)	Avg. Salary T.C.Metro (All Occupations)	Avg. Salary Henn. Co. (All Occupations)
1980	$13,903	$15,121	N/A
1985	$18,816	$20,809	N/A
1990	$22,161	$24,657	$25,555

IV. Impact of a Four-year Degree Requirement on Salaries

Given the rather sketchy nature of this data, it is difficult to determine with any certainty what the average salary, starting or otherwise, for Minnesota peace officers might be; however, if the data given above is in any way representative, it appears that law enforcement as a profession has yielded about the same relative level of starting wages as other similar occupations throughout the decade since peace officer licensing was instituted. As with these other occupations, the increase in salaries is due from a variety of factors, such as inflation, collective bargaining agreements, and comparable worth.

More importantly, however, one might be led to question whether the salary levels, especially in smaller departments, would be sufficient to attract graduates of four-year college and University programs. This might result in some fundamental restructuring of many of the police services that are provided to such communities. The possible impact of a four-year degree requirement on police services to small communities is certainly one aspect of this whole question that should be given careful scrutiny.

It is also apparent that salaries for law enforcement professionals should be monitored more closely in the coming years. The Minnesota Department of Jobs and Training has attempted to project salary trends for law enforcement professionals over the next few year, but no distinction was apparently made in their survey data between peace officers and non-peace officers as defined by licensing status. It is therefore difficult at present to accurately determine current salaries or what future salary trends might be.

Chapter 7
CURRENT EDUCATIONAL LEVEL OF PEACE OFFICERS IN MINNESOTA

The question of the current level of the educational background of peace officers in Minnesota naturally arises. Since this information had never previously been collected, the POST Board contracted with Dr. Michael Breci of St. Cloud State University in 1990 to design a study to determine the current education level of Minnesota peace officers. Dr. Breci also attempted in his study to profile the attitudes and perceptions of these officers toward further higher education. The POST board staff simultaneously conducted a collateral survey of newly licensed peace officers to gain further insight into the educational experience of peace officers just coming out of the professional peace officer education programs. The following is a summary discussion of these two surveys.

A random sample of Minnesota's 7501 licensed peace officers was conducted in October, 1990. 1500 surveys (20 percent of the total population of peace officers) were mailed, 915 were returned for a 61 percent response rate. To ensure good representation, a random sample was drawn from each region. Table 1 illustrates the breakdown by region.

TABLE 1
RESPONSE RATE BY REGION

Region	Officers	% of Pop.	Surveys Sent	Surveys Returned	Percent Returned	Percent of Sample
1	140	1.9	28	28	100	3.1
2	92	1.2	18	15	83	1.6
3	572	7.6	114	80	70	8.7
4	269	3.6	54	42	78	4.6
5	617	8.2	123	94	76	10.3
6	394	5.3	79	52	66	5.7
7	280	3.7	56	46	82	5.0
8	585	7.8	117	88	75	9.6
9	3774	50.3	756	454	60	49.6
Other	778	10.4	155	16	6	1.7
TOTAL	7501	100.0	1500	915	61	100.0

Table 1 illustrates the following for each region: there are 140 peace officers in Region 1, which equals 1.9 percent of the entire population of peace officers in Minnesota. Surveys were

sent to 20 percent of the 140 officers (28) in Region 1, of which 100 percent of them were returned. The 28 returned represents 3.1 percent of the total number of surveys returned (915).

The response rate met or exceeded 70 percent in every region except Region 6 (66%) and Region 9 (60%). The response rate for other (Minnesota State Patrol, Department of Criminal Apprehension, and The Department of Natural Resources) was very low (6%).

Demographics of Sample

Peace officers in this sample were overwhelmingly white (96.2%) males (95%). Their average age was 38.4 with 13.6 years of police experience. The majority (70%) worked for city police departments while 29 percent worked for a sheriff's agency and one percent were from either the Minnesota State Patrol, Bureau of Criminal Apprehension or the Department of Natural Resources. Fifty percent of the officers worked in agencies that employed less than 30 officers. Patrol officers (including deputies and investigators) comprised 65 percent of the sample, front line supervisors (corporals and sergeants) accounted for 16 percent and administrators (lieutenants, captains, chiefs and sheriffs) made up the remaining 19 percent of the sample. Eighty-six percent of the officers in this sample worked for agencies that were within 50 miles of a four year college or university.

Educational Level

Table 2 illustrates officers' educational levels when they entered law enforcement, and their current educational level. Table 2 suggests officers have continued their college education after entering law enforcement. In fact, 16 percent of the officers in this sample indicated they had taken college credits within the last twelve months, while 48 percent have taken college credits since they were hired.

TABLE 2
EDUCATIONAL LEVELS OF PEACE OFFICERS

	WHEN HIRED		NOW	
Educational Level	Number	Percent	Number	Percent
Some High School	5	.5	0	0
High School Diploma or GED	178	19.5	71	7.8
Some College Credits	211	23.1	189	20.7
Two Year Degree	233	25.5	194	21.2
Some College Credits Past 2 Yr Deg	102	11.1	190	20.8
Bachelors Degree	160	17.5	167	18.3
Some Graduate School	19	2.1	73	8.0
Graduate Degree	4	.4	28	3.1
Missing	3	.3	3	.3
TOTAL	915	100.0	915	100.0

TABLE 3
EDUCATIONAL LEVEL BY REGION

	WHEN HIRED			NOW		
Region	1 High School	2 Some College	3 College Degree	1 High School	2 Some College	3 College Degree
1	19.2	65.4	15.4	18.5	59.3	22.2
2	20.0	73.3	6.7	20.0	66.7	13.3
3	23.8	51.3	25.1	12.5	51.3	36.3
4	23.8	66.6	9.5	7.1	73.8	19.0
5	27.7	59.6	11.7	11.7	70.2	18.1
6	21.1	61.5	17.3	13.5	67.3	19.2
7	28.3	45.6	29.0	10.9	56.5	32.6
8	22.7	56.8	20.4	8.0	60.9	31.0
9	16.3	61.4	22.3	4.2	62.3	33.5

In a breakdown of educational achievement by region, the levels of

education were collapsed into three categories: high school degree or less (1), some college (2), and college degree or more (3). As Table 3 illustrates, in the majority of regions, there were significant increases in the educational levels of the officers from first hire to present (Regions 3,4,5,7,8,9). A mitigating factor affecting current educational levels has to do with location. Over 70 percent of the officers in Regions 4,5,7,8, and 9 indicated their agency was located within 50 miles of a four year institution, whereas officers in the following regions fell below 70 percent access to a university; Region 6 (50%), 1 (57.1%), 3 (62.8%), and 2 (66.7%).

As Tables 2 and 3 suggest, officers in Minnesota have favorable attitudes about college education. In fact, 56 percent of the officers in this survey indicate they plan on taking college courses sometime in the future. While 29 percent of the officers (see Table 4) have a college degree, an additional 23 percent indicate they plan on completing a college degree within the next five years. In other words, over half of the officers in the state of Minnesota (54%) will either have a degree or will get one within the next five years. Only 46 percent have no intention of getting one in the future. Officers not planning on getting a degree give a number of reasons for not pursuing their education:

3.8% Previously earned college credits do not transfer
7.6% It is not required by the state or my agency
7.8% There is no college convenient to where I live
10.7% Other reasons (ex. retiring, no incentives from agency)
13.3% I do not believe I need additional education
25.8% I cannot afford it
31.3% I do not have the time to spend on further education

By far, the most pressing reasons for not continuing their education were time and money. To illustrate, officers were asked if low interest loans were made available, would they be willing to continue their education. Sixty-nine percent said they would be willing. If scholarships were available, 83 percent said they would be willing to continue their college education. These findings suggest that officers have positive attitudes about higher education and would like to continue their education if possible.

TABLE 4
TYPE OF DEGREE EARNED BY THOSE WHO HAVE GRADUATED

Degree	Frequency	Percent
Criminal Justice	107	40
Criminology/Sociology	47	18
Pol Sci/History	16	6
Philosophy/Psychology	16	6
Education	20	7
Public Administration	12	4
Business	10	4
Other/Not Specified	40	15
TOTAL	268	100

Officers were asked which college classes they felt would be most helpful to them as law enforcement officers:

56% Management
43% Human Relations
38% Sociology/Psychology
17% Education
55% Criminal Justice
43% Computer Science
32% English/Speech
9% Other

Officers were asked <u>how</u> they thought these classes would help them in their jobs. Their responses were coded into the following categories:

38% Keeping current/being well rounded
37% Help to understand and better communicate with the public
33% Provide management skills/prepare them for advancement
15% Provide computer knowledge

The remainder of this survey focused on two main areas; 1) Officers' perceptions of agency support for higher education and 2) Officers's attitudes about a four year degree as a minimum requirement for licensure.

Agency Support

Officers were asked if their agencies offered pay incentives for taking college credits. Nineteen percent (173 officer) indicated their agencies did offer pay incentives while 80 percent said they did not. One percent refused to answer this question. Officers' perceptions of agency willingness to provide pay incentives varied by their educational level (Table 5). For the tables to follow, educational level will be compressed into the three categories used in Table 3; (1) high school, (2) some college, (3) college degree or higher.

TABLE 5
PAY INCENTIVES BY CURRENT EDUCATIONAL LEVEL

Incentive	1	2	3
Yes	8 (11.3%)	91 (16.1%)	74 (27.9%)
No	63 (88.7%)	474 (83.9%)	191 (72.1%)

chi-square = 19.3 p=.00

As Table 5 indicates, officers with college degrees (27.9%) are more likely to perceive that agencies offer pay incentives for taking college credits than are officers with a high school education (11.3%). The size of agency (Table 6) and the region (Table 7) the agency is located in also effect officers' perceptions of departmental willingness to provide pay incentives.

TABLE 6
PAY INCENTIVES BY NUMBER OF OFFICERS IN AGENCY

Incentive	1-5 officers	6-25	26-99	100-900
Yes	1 (1.0%)	40 (12.9%)	87 (38.7%)	44 (17.7%)
No	102 (99.0%)	269 (87.1%)	138 (61.3%)	205 (82.3%)

chi-square = 84.5 p = .00

TABLE 7
PAY INCENTIVE BY REGION

Region	Incentive / Yes	No
1	0	27 (100%)
2	0	15 (100%)
3	22 (28.2%)	56 (71.8%)
4	7 (17.1%)	34 (82.9%)
5	4 (4.3%)	88 (95.7%)
6	2 (3.8%)	50 (96.2%)
7	1 (2.2%)	45 (97.8%)
8	26 (29.5%)	62 (70.5%)
9	108 (24.1%)	340 (75.9%)
TOTAL	170 (19.2%)	717 (80.8%)

chi-square = 56.9 p = .00

As Tables 6 and 7 reflect, officers chances of receiving pay incentives from their agency depends in part on the region the agency is located in and the size of the agency (there is a strong correlation between region and size

of agency). Officers in smaller agencies are less likely to receive pay incentives than are officers from larger agencies. Furthermore, departments within Regions 1,2,5,6 and 7 are less likely to offer pay incentives than are agencies within Regions 3,4,8, and 9.

The second question in this section asked officers if their agencies offered tuition reimbursement or tuition assistance for college credits. Thirty-six percent of the officers indicated their departments offered help with tuition while 62 percent said they did not. As with the last question, officers' perceptions varied with educational level (Table 8).

TABLE 8
TUITION ASSISTANCE BY EDUCATIONAL LEVEL

Assistance	1	2	3
Yes	12 (16.9%)	183 (32.6%)	137 (51.5%)
No	59 (83.1%)	379 (67.4%)	129 (48.5%)

chi-square = 41.1 p = .00

Officers with college education (51.5%) were three times as likely to perceive agency support than were high school educated officers (16.9%). Again, size of agency and region effect officer response. All the officers responding from Regions 1 and 2 said their departments do not provide tuition assistance whereas almost half (48%) of the officers in Regions 3 and 9 indicated their departments offered assistance. Officers from larger agencies were more likely to receive tuition assistance than were officers from smaller agencies (Table 9).

TABLE 9
TUITION ASSISTANCE BY NUMBER OF OFFICERS IN AGENCY

Agency Size	Assistance Yes	No
1-5	7 (6.9%)	95 (93.1%)
6-25	79 (25.5%)	231 (74.5%)
26-99	133 (58.8%)	93 (41.2%)
100-900	109 (44.5%)	136 (55.5%)
TOTAL	328 (37.1%)	555 (62.9%)

chi-square = 109.4 p = .00

The third variable looks at agencies willingness to adjust shifts or days off for those officers taking college credits. Thirty percent of the officers indicated their agencies were willing to adjust their schedules for college classes whereas 67 percent said their departments were unwilling to do this. Officers with college degrees were more likely to perceive departmental willingness for adjusting schedules (Table 10). As with the prior two questions, there was significant relationship between region and departmental support. Officers in Region 7 (47.8%), 4 (42.5%) and 3 (40%)

were more likely to receive adjustments to schedules than were officers in Region 2 (20.0%) or 8 (21.8%). Front line supervisors (corporals and sergeants) and administrators (lieutenants, captains, chiefs, and sheriffs) were more likely to perceive departmental support for schedule adjustments than were patrol officers (Table 11).

TABLE 10
SCHEDULE CHANGES BY CURRENT EDUCATIONAL LEVEL

Changes	1	2	3
Yes	16 (23.5%)	140 (25.3%)	114 (43.7%)
No	52 (76.5%)	414 (74.7%)	147 (56.3%)

chi-square = 30.0 p = .00

TABLE 11
SCHEDULE CHANGES BY RANK

Changes	Patrol	Front Line	Administrators
Yes	154 (27.1%)	52 (36.4%)	62 (36.9%)
No	415 (72.9%)	91 (63.6%)	106 (63.1%)

chi-square = 8.7 p = .01

The last question in this section asked officers to describe their agencies support for college education of officers. Table 12 illustrates the results.

TABLE 12
AGENCY SUPPORT FOR COLLEGE EDUCATION

Support	Frequency	Percent
Very Supportive	93	10.2
Supportive	269	29.4
Neutral	352	38.4
Unsupportive	121	13.2
Very Unsupportive	63	6.9
Missing	17	1.9
TOTAL	915	100.0

As with the prior questions, the perceptions of officers varied by educational level (Table 13), rank (Table 14) and Region (Table 15). The categories for agency support were collapsed for these three tables.

TABLE 13
AGENCY SUPPORT BY CURRENT EDUCATIONAL LEVEL

Support	1	2	3
Supportive	23 (33.8%)	210 (37.1%)	129 (49.0%)
Neutral	28 (41.2%)	232 (41.1%)	90 (34.2%)
Unsupportive	17 (25.0%)	123 (21.8%)	44 (16.7%)

chi-square = 22.9 p = .00

TABLE 14
AGENCY SUPPORT BY RANK

Support	Patrol	Front Line	Administrators
Supportive	196 (33.8%)	71 (48.6%)	94 (56.0%)
Neutral	244 (42.1%)	50 (34.2%)	56 (33.3%)
Unsupportive	140 (24.1%)	25 (17.1%)	18 (10.7%)

chi-square = 41.3 p = .00

TABLE 15
AGENCY SUPPORT BY REGION

Region	Supportive	Neutral	Unsupportive
1	8 (29.6%)	14 (51.9%)	5 (18.5%)
2	3 (20.0%)	10 (66.7%)	2 (13.3%)
3	38 (48.7%)	23 (29.5%)	17 (21.8%)
4	16 (39.0%)	14 (34.1%)	11 (26.8%)
5	28 (31.5%)	42 (47.2%)	19 (21.3%)
6	11 (21.5%)	29 (56.9%)	11 (21.5%)
7	18 (39.1%)	21 (45.7%)	7 (15.2%)
8	40 (46.5%)	31 (36.0%)	15 (17.4%)
9	192 (42.8%)	164 (36.5%)	93 (20.7%)

chi-square = 49.9 p= .02

As Table 13 clearly shows, officers with college degrees (49.0%) were more likely than other officers to perceive support by their agencies for continuing college education. Likewise, administrators and front line supervisors were likely to see their agencies as being supportive of college education, more so than patrol officers. Officers from Regions 3,8, and 9 were more likely than were officers from Regions 1,2, or 6 to indicate their departments are supportive of college education.

The findings from this section on agency support for continued education illustrates the varying degrees of support agencies provide officers in their pursuit of higher education. This reflects the effect an officer's educational level plays on his or her perceptions and attitudes about their agency's commitment to continued education. The raw data indicate that most departments, according to the officers, do not provide much support for college education. However, officers with college education are more likely to perceive their agencies' supporting them in such matters as pay incentives, tuition assistance and schedule adjustments than are officers without degrees. Size of agency and region were also strong factors affecting officers' perceptions. Officers in smaller agencies located in rural areas are less likely to receive departmental support for continued college education than are officers in larger, more urban agencies.

Four-Year Degree Requirement for Licensure

This section examines officers' attitudes about obtaining a college degree prior to licensure as a peace officer in Minnesota. The raw data indicates the majority of officers (74%) are against the four year degree as an entrance requirement. However, officers attitudes vary from region to region (Table 16) and by current educational level (Table 17). As Table 16 illustrates, the number of officers in favor of the four year degree ranges from 40 percent (Region 2) to a low of 16.7 percent in Region 4. Table 17 indicates that officers with college degrees are more likely to support the four year degree requirement than were officers without the degree. Moreover, officers who were planning on getting a degree in the next five years were twice as likely (23.4% to 11.8%) to support this requirement than were officers not planning on getting the degree.

TABLE 16
4-YEAR DEGREE FOR LICENSURE BY REGION

Region	Support	Do not support
1	6 (21.4%)	22 (78.6%)
2	6 (40.0%)	9 (60.0%)
3	21 (26.6%)	58 (73.4%)
4	7 (16.7%)	35 (83.3%)
5	18 (19.4%)	75 (80.6%)
6	19 (38.0%)	31 (62.0%)
7	18 (39.1%)	28 (60.9%)
8	25 (28.7%)	62 (71.3%)
9	104 (23.1%)	347 (76.9%)

chi-square = 16.1 p= .04

TABLE 17
DEGREE FOR LICENSURE BY CURRENT EDUCATIONAL LEVEL

Degree	High School	Some College	College Degree
Yes	9 (12.7%)	92 (16.2%)	125 (47.2%)
No	62 (87.3%)	476 (88.8%)	140 (52.8%)

chi-square = 98.7 p= .00

An open-ended question asked officers their opinions about the advantages a four year degree for licensure would provide for law enforcement in Minnesota. Responses were coded into the following categories:

26% Officers would be more mature/have a broader perspective
23% Higher quality officer
10% Professionalize the field
9% Fewer applicants competing for jobs
5% Increase pay
2% Other
42% No advantages

Officers were also asked to elaborate on the disadvantages of requiring a four year degree for licensure:

25% Discourages good candidates
19% Cost of college education
14% Increased costs to communities/Rural areas disadvantaged
13% Limit pool of applicants for departments
10% Hamper affirmative action/Discourage minorities
5% Officers with degrees will become disillusioned and leave
22% Other (ie degree does not teach common sense)
9% No disadvantages

Officers were asked if the four year degree should be required for promotion to administrative positions. Thirty-eight percent agreed the degree should be required for promotion, while 51 percent were against it. The remaining officers were neutral on this issue (11%). Officers with college education were strongly in favor of the degree as a requirement for promotion (Table 18). Almost three out of four officers with college education agreed that the degree should be required for promotion to administrative positions.

TABLE 18
PROMOTION REQUIREMENT BY CURRENT EDUCATIONAL LEVEL

Promotion	1	2	3
Agree	10 (14.3%)	142 (25.1%)	196 (73.4%)
Neutral	12 (17.1%)	61 (10.8%)	21 (7.9%)
Disagree	48 (68.6%)	363 (64.1%)	50 (18.7%)

chi-square = 248.8 p= .00

Officers were asked what impact they thought requiring a four year degree for licensure would have on the effectiveness of law enforcement in Minnesota. Table 19 displays the officers attitudes on this issue.

TABLE 19
EFFECTIVENESS OF LAW ENFORCEMENT

Effectiveness	Frequency	Percent
Increased	271	29.6
No Effect	365	39.9
Decreased	247	27.0
Missing	32	3.5
TOTAL	915	100.0

The findings from this table (19) suggest that officers, by and large, do not perceive the requirement causing a negative effect for law enforcement. Officers' attitudes, however, are influenced by their current educational level (Table 20).

TABLE 20
EFFECTIVENESS BY CURRENT EDUCATIONAL LEVEL

Effectiveness	1	2	3
Increased	11 (15.9%)	121 (21.8%)	139 (54.5%)
No Effect	33 (47.8%)	250 (45.0%)	79 (31.0%)
Decreased	25 (36.2%)	185 (33.3%)	37 (14.5%)

chi-square 99.1 p= .00

Officers with college education perceive the requirement as an impetus for increasing the effectiveness of law enforcement in Minnesota. Those with high school education, on the other hand, are more likely to see it as providing no effect to a decreased effect. Officers with less than eleven years experience (those hired after the POST requirements for a two year degree were implemented) were more likely to see the requirement increasing the effectiveness of law enforcement than were officers hired prior to 1979 (Table 21).

TABLE 21
EFFECTIVENESS BY YEARS EXPERIENCE

Effectiveness	1-11	12+
Increased	119 (34.4%)	152 (28.4%)
No Effect	149 (43.1%)	216 (40.3%)
Decreased	78 (22.5%)	168 (31.3%)

chi-square = 8.7 p= .01

The last question asked respondents if a four year degree had been the minimum entry requirement, would they have still chosen to enter law enforcement. Forty-four percent would not have become law enforcement officers in Minnesota, while 41 percent would have. The remaining officers (15%) were not sure if the requirement would have affected their decision. Officer response to this question was affected by several variables. First, younger officers (Table 22) indicated they would still enter law enforcement in Minnesota, even with the four year degree requirement. Also, female officers (52%) were more likely than male officers (41%) to indicate they would still have entered law enforcement. This finding is probably more a function of years experience rather than gender, since sixty-seven percent of the female officers in this study were hired within the last eleven years. Only 38 percent of the male officers were hired in this same time period.

TABLE 22
CAREER IN LAW ENFORCEMENT BY YEARS EXPERIENCE

Still Chosen	1-11	12+
Agree	203 (57.2%)	172 (31.2%)
Neutral	39 (11.0%)	96 (17.4%)
Disagree	113 (31.8%)	284 (51.4%)

chi-square = 63.1 p= .00

Secondly, educational level affected officer response to this question (Table 23). As expected, the majority of officers with college education indicated that they would have chosen law enforcement as a career in Minnesota, whereas only six percent of those with a high school education said they would.

TABLE 23
CAREER IN LAW ENFORCEMENT BY CURRENT EDUCATIONAL LEVEL

Still Chosen	1	2	3
Agree	4 (5.6%)	165 (29.2%)	206 (76.9%)
Neutral	11 (15.5%)	98 (17.3%)	23 (8.6%)
Disagree	56 (78.9%)	303 (53.6%)	39 (14.5%)

This last section examines officer attitudes about requiring a four year degree as a minimum requirement for licensure in Minnesota. As the officers point out, there a number of advantages to implementing the four year degree requirement, but by and large, the officers feel the disadvantages outweigh the advantages, at this time. The majority of officers do not believe the four year degree requirement will have a negative impact on law enforcement, but they do not see it increasing effectiveness either. Also, over half the officers in this survey (51.0%) do not believe a four year degree should be required for promotion.

Officers with college education do not agree with the majority of their fellow officers on the issues discussed in this section. College educated officers believe a college degree should be required for promotion (73.4%) and that over the long run, the degree will increase the effectiveness of law enforcement in Minnesota (55%). While less than half (47%) believe the degree should be required as a minimum entry level requirement, they are four times more likely to support the degree requirement than are those officers with high school education.

The data also suggest that officers hired after the implementation of the two year degree in 1979 are more open to the possible positive effects a four year degree would have on the effectiveness of law enforcement in the state of Minnesota.

In addition to the above survey data, the POST Board conducted a survey of newly licensed officers in June of 1990. The survey was sent to 366 officers who had been licensed in 1989, and 170 completed surveys were returned for a response rate of 47.2%

Several of the survey items were designed to elicit information similar to that which was collected in the October survey. The obvious difference is the fact that the new officer survey population reflected individuals who for the most part had already earned a minimum of an associate degree.

Summary and Conclusions

Peace officers in Minnesota have, overall, a favorable attitude toward higher education. Over half of the peace officers in this study either have a four-year college degree, or plan to complete one in the next five years. For those officers not planning to complete such a degree, over half indicated they lacked the time or financial resources necessary to complete the degree. This suggests that given the appropriate resources (time and money) officers will seek to continue their education. In fact, the majority of officers (83%) said they would be willing to continue their education if scholarships were made available to them. This indicates that the barriers to higher education for peace officers in Minnesota relate to resources rather than officer desire or need for higher education.

Officers in this study claim that college courses enable them to provide more effective service to their communities by providing them the opportunity to learn, develop and maintain skills in the areas of effective interpersonal communication, law enforcement, legal issues, computers, management and, in general, to be better-rounded individuals. Peace officers themselves perceive

education to be a valuable tool for enhancing their ability to perform their work.

The perception of peace officers in this study for the need for further education varied according to the educational level the officers already had achieved. Those officers with college degrees were more likely to indicate that their agencies supported higher education through pay incentives, tuition assistance, and schedule changes than were officers without college degrees. This suggests that officers with college degrees are more aware of what departments have to offer and thus are more likely to take advantage of departmental incentives.

The majority of officers in Minnesota are against mandating the four-year degree as a minimum entrance level requirement (74%). They also are against requiring the degree as a requirement for promotion (51%). The perceptions of officers varied however by their current educational level. Officers with college degrees were more likely to favor the degree requirement for licensure (47%) and were overwhelmingly in favor of the degree requirement for promotion (73%). Officers saw a number of advantages and disadvantages in the proposal for a four-year degree requirement for law enforcement. The major disadvantages involved cost to both the individual who wants to be a police officer and to the community (higher wages) which hires them. The major advantages they see are the likelihood of more mature and qualified individuals entering the profession. The degree would also serve to further professionalize the field of law enforcement in Minnesota.

New Officer Survey

The following information was collected from a survey sent to peace officers who were licensed for the first time during 1989. This new officer survey contains several items which were similar to the items contained in Dr. Breci's survey. The following is a summary of relevant information obtained in the new officer survey.

Education Level

Respondents to the new officer survey were placed into one of four education levels: two-year degree; four-year degree; graduate degree; or high school/equivalent. The following table represents the distribution of respondents by education level. (The two respondents who had not earned a post-secondary degree entered through the reciprocity process.)

Table 24
EDUCATION LEVEL

Degree Level	Total N	% of Total
Two-year degree	123	72.4
Four-year degree	45	26.5
Graduate degree	0	0.0
HS or equivalent	2	1.1
Total	170	100.0

The above percentages are important when considering the question of whether a baccalaureate degree should be required for entry level peace officers. Given the fact that currently only 26% of new officers appointed have a baccalaureate degree, it is apparent that the current educational programs would not provide enough qualified candidates to fill yearly vacancies if a baccalaureate degree were the current requirement.

Educational Aspirations

One item of the survey attempted to measure the educational aspirations of individuals who had not yet obtained a four-year degree as part of their peace officer education programs. This item requested individuals who had not obtained a four-year degree to indicate whether they intended to continue their higher education programs within the next five year period. Since 45 respondents had already earned a four-year degree, this item was applicable to 125 respondents. For respondents who answered negatively, six possible reasons for not pursuing further formal education were listed in the survey and could be checked off. In addition, respondents could provide their own reason in space left for an open-ended answer. The following table represents the distribution of responses to this item of the new officer survey. The data is organized to indicate positive and negative responses, and also those who indicated uncertainty. It is further organized by subgroup to identify the respondent's pre-service education system, or whether the respondent entered through the reciprocity system. As the data indicate, with the exception of the technical college subgroup, a majority of the respondents (65%) indicated that they would be continuing their education. In the technical college subgroup, however, only 39% indicated they would continue their education. The reasons given for not continuing educational programs were as follows (some respondents listed more than one reason):

Cannot afford	16
Do not have time	15
I don't believe I need it	6
Not enough of my credits transfer	5
There is not a requirement	4
There is no college close to me	2

Table 25
Intent to Pursue Further Education

Education System	Yes	No	Undecided
Technical college	13	22	6
Community college	48	19	6
State/private college	6	1	0
Reciprocity	1	2	0
Unknown	0	1	0

As the data indicate, these were two primary reasons for not pursuing further higher education: the lack of financial resources and the lack of time.

Survey Items Relating to a Four-Year Degree

Three items of the new officer survey attempted to gauge respondents' perceptions with regard to a four year degree requirement. Newly licensed officers were asked to respond to three statements: 1) whether they would still enter law enforcement in Minnesota if a four year degree were a requirement; 2) whether they believed a four year degree should be the minimum entry requirement, and 3) whether they believed a four year degree should be a requirement for promotion to an administrative position in law enforcement. In the following tables, item responses are abbreviated as follows: SA=strongly agree; A=agree; N/N=neutral/no response; D=disagree; and SD=strongly disagree.

Item eighteen of the survey asked respondents to indicate if they would still enter law enforcement in Minnesota if a four year degree were the entrance level requirement. The following table represents total responses

Table 26

Item # 18: If a four-year degree had been the minimum entry requirement for a law enforcement career in Minnesota, I would still have chosen to enter through the Minnesota system.

		SA	A	N/N	D	SD
all (N=170) respondents	N	52	47	28	31	12
	%	(30.6)	(27.6)	(16.5)	(18.2)	(7.1)
males (N=141)	N	44	40	20	28	9
	%	(31.2)	(28.4)	(14.2)	(19.9)	(6.4)
females (N=21)	N	5	7	5	3	1
	%	(23.8)	(33.3)	(23.8)	(14.3)	(4.8)
technical coll. (N=40)	N	6	11	7	10	6
	%	(15.0)	(27.5)	(17.5)	(25.0)	(15.0)
community coll. (N=66)	N	17	17	12	16	4
	%	(25.8)	(25.8)	(18.2)	(24.2)	(6.1)
state/private univ. (N=35)	N	20	12	2	1	0
	%	(57.1)	(34.3)	(5.7)	(2.9)	(0.0)

and the five subgroup responses to item eighteen. Approximately 60% of all respondents indicated that they would still have chosen to enter law enforcement in Minnesota if there had been a four year degree requirement. As might be expected, the state and private college subgroup (those who had already earned a four year degree to enter the profession) showed a strong positive response to the statement. The community college and technical college subgroups showed much lower positive response, and each had significant levels of negative response to the statement. These responses are significant in view of the fact that the technical and community college graduates represented 65% of the new officers who responded to the survey.

The following two tables display responses to the two statements concerning the four year degree as a minimum requirement. Item nineteen, which asked respondents if they believed a four year degree should be the minimum education level for entry into law enforcement, received a 26% overall positive response rate. The only subgroup with a majority positive response raté was the state and private university group, again possibly a reflection of the fact that these respondents had already achieved the four year degree level. Interestingly however, over a quarter of the respondents in this subgroup disagreed with the need for a four year degree for entry level. Females responded most negatively to this item, followed closely by the technical college and community college subgroups.

Table 27

Item #19: I believe a four year degree should be the minimum requirement to enter law enforcement in Minnesota.

		SA	A	N/N	D	SD
all (N=170) respondents	N	26	19	27	53	45
	%	(15.3)	(11.2)	(15.9)	(31.2)	(26.5)
males (N=141)	N	24	18	25	38	36
	%	(17.0)	(12.8)	(17.7)	(27.0)	(25.5)
females (N=21)	N	2	0	1	13	5
	%	(9.5)	(0.0)	(4.8)	(61.9)	(23.5)
technical coll. (N=40)	N	3	2	4	12	19
	%	(7.5)	(5.0)	(10.0)	(30.0)	(47.5)
community coll. (N=66)	N	4	5	14	25	18
	%	(6.1)	(7.6)	(21.2)	(37.9)	(27.3)
state/private univ. (N=35)	N	12	8	6	6	3
	%	(34.3)	(22.9)	(17.1)	(17.1)	(8.6)

Item twenty, which asked respondents if they believed a four year degree should be required for promotion to administrative positions, received higher positive responses, but negative responses were represented at or above the 50% rate in all subgroups with the exception again of the state and private university group.

Table 28

Item # 20: I believe a four year degree should be required for promotion to administrative positions in Minnesota.

		SA	A	N/N	D	SD
all (N=170) respondents	N	37	32	16	48	37
	%	(21.8)	(18.8)	(9.4)	(28.2)	(21.8)
males (N=141)	N	32	25	16	36	32
	%	(22.7)	(17.7)	(11.3)	(25.5)	(22.7)
females (N=21)	N	3	4	0	10	4
	%	(14.3)	(19.0)	(0.0)	(47.6)	(19.0)
technical coll. (N=40)	N	3	7	1	13	16
	%	(7.5)	(17.5)	(2.5)	(32.5)	(40.0)
community coll. (N=66)	N	9	13	8	22	14
	%	(13.6)	(19.7)	(12.1)	(33.3)	(21.2)
state/private univ. (N=35)	N	16	7	5	4	3
	%	(45.7)	(20.0)	(14.3)	(11.4)	(8.6)

In summary, as was the case with the Breci survey, newly licensed officer responses to the statements relating to the need for a four-year degree indicate that a majority of respondents were either neutral or disagreed with the need for a four-year degree as an entry level requirement. There was also a similar, although less-pronounced, response to the four-year degree as a necessity for promotion to administrative positions. The only subgroup to support the four-year degree as a requirement was the state/private university population. A majority of all respondents indicated that they would have pursued a law enforcement career in Minnesota even if a four-year degree had been a requirement, however only 42% of the technical college respondents indicated that this was true in their subgroup.

CHAPTER 8
SUMMARY

> For as long as professionals have been practicing, practitioners and teachers alike have discussed, questioned, and disagreed about educational ends and means (Dinham and Stritter,p. 953).

This quote neatly summarizes the debate over higher education for police, one which has been continuing for over 70 years. During this period it has been argued that higher education creates the kind of person who responds to the demands of policing and the community in an ethical, objective, and humane way. Of course others strongly challenge such a claim. Both sides, for and against higher education for police, speak of the same fundamental quality that makes a good peace officer, that quality being "common sense".

This term "common sense" cannot be accurately defined, due to the fact that it is really a perception of one individual about another. The attributes of common sense that both sides speak of is recognized as "expertise" in the field of psychology. Expertise is acquired through a combination of education, experience and ability. The term expertise is supported by empirical research and refers to highly specialized knowledge patterns. These knowledge patterns are known as schemata, or cognitive thought patterns specific to individual situations (Anderson, 1977). Knowledge patterns are established in two ways: one way being practical knowledge; the second being theoretical.

In order to gain expertise, the elements of time and experience are essential, but they need to be grounded in a theoretical knowledge base in order to create thought patterns that continually change through assimilating and accommodating new information. This is the recognized principal of professional education in general. A given amount of classroom training alone does not make a physician, nurse, or teacher, but neither does on-the-job experience gained through the internship and residency periods of such professions. Professional development requires that the practitioner acquire a certain body of knowledge in the classroom which is later put to use under a progressive system of apprenticeship.

Education alone does not create a good or a bad peace officer, but it does promote the development of characteristics that are necessary, given the complexity of the changing society and the demands placed on the peace officer of today. The object of education is to provide the individual with a pattern for interpreting and utilizing knowledge.

Research has shown that education increases one's intellectual aptitude, improves one's ability to think critically and independently, increases one's ability to understand the complexities of life, results in a higher level of moral development and better work attitudes, and produces better decision-makers (Feldman and Newcomb, 1969; Bowen, 1977 and MacQuarrie, 1935,). However, education alone cannot create that which takes years of experience to attain in the profession of law enforcement. In order for a discipline to be recognized as a profession and for practitioners to reach a desired level of expertise, a comprehensive knowledge base is essential.

This report has described the current Professional Peace Officer Education in Minnesota and the role higher education plays in this process. Based on this report and the mandate contained in 1990 Laws of Minnesota ch. 553 sec. 13, the POST Board adopted the following policy recommendation on January 24, 1991.

> The POST Board supports, in principle, the attainment of a Baccalaureate degree by all peace officers who aspire to this goal, but does not support mandating a Baccalaureate degree as a prerequisite for licensing.

Additionally, at the same meeting, and in an effort to strengthen professional education of peace officers, the POST Board adopted the following objectives or "action" recommendations.

- To enhance the further development of law enforcement a profession through education.
- To enhance the quality of Professional Peace Officer Education and the quality of students attending these programs.
- To diversify the law enforcement work force.
- To strengthen communication between POST, law enforcement groups, law enforcement faculty and administrators, higher education system, and peace officers.

The POST Board recognizes that some of the strategies for implementing these recommendations fall within the purview of cities and counties, higher education, law enforcement, and minority community groups. Therefore, POST Board staff has submitted to these groups and the legislature possible strategies for them to consider, discuss and review. Even though it is the responsibility of the above parties to pursue further action with respect to these suggestions, the Executive Director of POST is available to serve as a liaison/facilitator.

Appendix A
FINANCIAL AID

There is no question that the cost of financing post-secondary education today can be overwhelming for the families of college-aged students, as well as for the students themselves. The national average cost for a student living on campus at a public, four year college is now about $6,750, while at private four year colleges the average cost has risen to a staggering $13,200 a year. Many, if not most, students must seek some form of financial aid.

What is Financial aid?

Financial aid comes in three forms, - grants and scholarships, loans, and work study. Grants or scholarships are awards that do not have to be repaid. Loans are borrowed funds that must be repaid with interest, usually after education is completed. Work-study programs provide jobs either on or off campus. Most students receive a combination of these forms in a financial aid package.

The basic criterion for most forms of financial aid is based on need. Need is defined as the difference between what the student and/or the student's family can contribute toward the cost of college and the actual cost of attending the college. In other words, the student must show that they do not have enough money to cover the cost of attendance.

Where does Financial aid come from?

The largest source of financial aid for undergraduate students is the federal government. The federal programs serve students enrolled in more than 100 Minnesota post-high school institutions. The major federal program is the Pell Grant Program. Federal money may also be attained from post-secondary schools under the Supplemental Educational Opportunity Grant Program (SEOG), the Perkins Loan Program, and the College Work-Study Program (CWS). The Stafford Student Loan Program, formerly the Guaranteed Student Loan Program (GSL), enables students to borrow money from eligible lenders at low interest rates. Additional loan programs have been established for education in specialized fields such as health occupations. Many students use veterans' benefits to help pay for their education.

Several state student assistance programs are currently available. The largest of the state grant programs is the State Grant Program. Other state programs assist part-time students, Indian students, and students enrolled in public schools located in neighboring states. Eligible students may obtain a Stafford Loan from a cooperating lender or borrow from a supplemental loan program called the Student Educational Loan Fund (SELF).

Many colleges have extensive aid funds of their own to supplement governmental assistance, and a wide variety of private

and public sources offer assistance to students. These range from National Merit Scholarships to special awards sponsored by churches, clubs, or foundations. Generally, the school will draw upon funds from all available sources to create a financial aid package tailored to the needs of the student.
The following are descriptions of the major sources of aid:

1. SCHOLARSHIPS AND GRANTS: Scholarship and grant funds usually are awarded on the basis of financial need.

A. Minnesota State Grant Program: Awards are based on financial need and cost of attendance. All applicants must contribute at least 50 % of their cost of attendance.

B. Nursing Grants: Awarded to students entering or enrolled in registered nurse or licensed practical nurse program, who have no previous nurse degree and agree to practice in rural area.

C. Federal PELL Grant Program: Eligibility for a PELL grant is based on a formula which is applied in the same manner to all applicants. Revised and approved each year by the U.S. congress, the formula takes into consideration income, assets and family size of the student.

D. Minnesota Part-Time Grant Program: Provides assistance to residents enrolled less than half-time. Administered by HECB.

E. Child Care Assistance: Provides assistance to help pay child care expenses for AFDC recipients. Administered by county.

F. Child Care Grant: Provides need based grants to non-AFDC students to reduce the costs of child care while the students attend eligible post-secondary education institutions. Administered by HECB.

G. Paul Douglas Teacher Scholarship program: A federally funded program administered by HECB for students preparing for careers in pre-school, elementary and secondary school teaching.

H. Supplemental Educational Opportunity Grant Program (SEOG): Federal program available to students with demonstrated financial need.

I. Robert C. Byrd Honors Scholarship Program: Federal program provides scholarships for [the first year of Post secondary education to high school] students who demonstrate outstanding academic achievement.

J. Minnesota Indian Scholarship Program: Scholarships are available to eligible Indian students under the Minnesota Indian Scholarship Program. Administered by the Department of Education.

K. Farm Families: Several scholarship or tuition assistance programs for students whose families have been affected by the depressed farm economy.

L. Grants for Dislocated Rural Workers: State program provides grants to dislocated rural workers. Administered

by HECB.

M. Summer Scholarships for Academic Enrichment: Provides financial aid to Minnesota students in grades 7-12 who attend eligible summer academic programs sponsored by Minnesota post-secondary schools-University of Minnesota campuses, state universities, community colleges, and private colleges. Administered by HECB.

2. LOANS:

Loan funds are available from several federal and state programs. Loan programs enable students who are ineligible for scholarships or grants to borrow money at low interest rates to help pay for education. Loans must be repaid.

Loan programs include:

A. Stafford Student Loan Program: Formerly known as the Guaranteed Student Loan Program (GSL). Eligibility is based on need. Federally subsidized.

B. Student Educational Loan Fund (SELF): A Minnesota program for students ineligible to receive subsidized federal loans. Eligibility is based on need. Administered by HECB.

C. Minnesota Student Loan Program: Long-term, low interest guaranteed loans for students unable to borrow under the Stafford program. Administered by HECB.

D. Parent Loans for Undergraduate Students (PLUS) / Supplemental Loans for Students (SLS): Provide loans to parents of dependent students, graduate students and independent undergraduates. Not based on need.

E. Perkins Loan Program: Formerly known as the National Direct/Defense Student Loan (NDSL). Participant in the Loan forgiveness plan. Eligibility is based on need.

F. Graduated Repayment Income Protection Program (GRIP): Helps graduates in specific professions repay their student loans by providing a repayment plan based on average annual income for the respective professions. Administered by HECB.

3. WORK PROGRAMS:

Students may earn funds by working at part-time jobs on or off campus under either the Federal College Work-Study program or the Minnesota Work Study Program.

4. INSTITUTIONAL AND OTHER FUNDS:

Financial aid is also available from special funds controlled by schools and from a variety of private sources.

A. Many colleges and universities have their own scholarship, loan and work study programs.
B. Alliss Opportunity Grant Program.
C. Community Agencies
D. Foundations
E. Corporations
F. Clubs
G. Civic Groups

H. Cultural groups
I. Parents' employers
J. Professional Associations
K. Labor Unions
L. Chamber of Commerce
M. Fraternal Groups
N. Churches
O. Businesses
P. Industries
Q. Veterans Posts
R. Reference Books
S. Announcements in local newspaper

5. BENEFITS:

Benefits are funds that students may be entitled to under special conditions. Students are not required to repay this money. Benefit programs include:

A. Federal Veterans Benefits: Veterans Education Assistance Program and Montgomery GI Bill Act of 1987.

B. Minnesota Veteran's Dependents Assistance Program: Provides aid to dependents.

C. Minnesota Educational Assistance for war Orphans and Veterans: Stipends and tuition benefits to veterans and children of deceased veterans.

D. Safety Officer's Survivor Program: Tuition benefits to dependent children less than 23 years old and the surviving spouse of public safety officer killed in the line of duty on or after January 1, 1973.

6. RECIPROCITY:

Although not directly Financial aid, reciprocal agreements enhance the opportunities for students to attend public post-secondary educational institutions in neighboring states. Minnesota has agreements with Wisconsin, North Dakota, South Dakota, and two limited agreements with Iowa.

7. LAW ENFORCEMENT PROGRAMS:

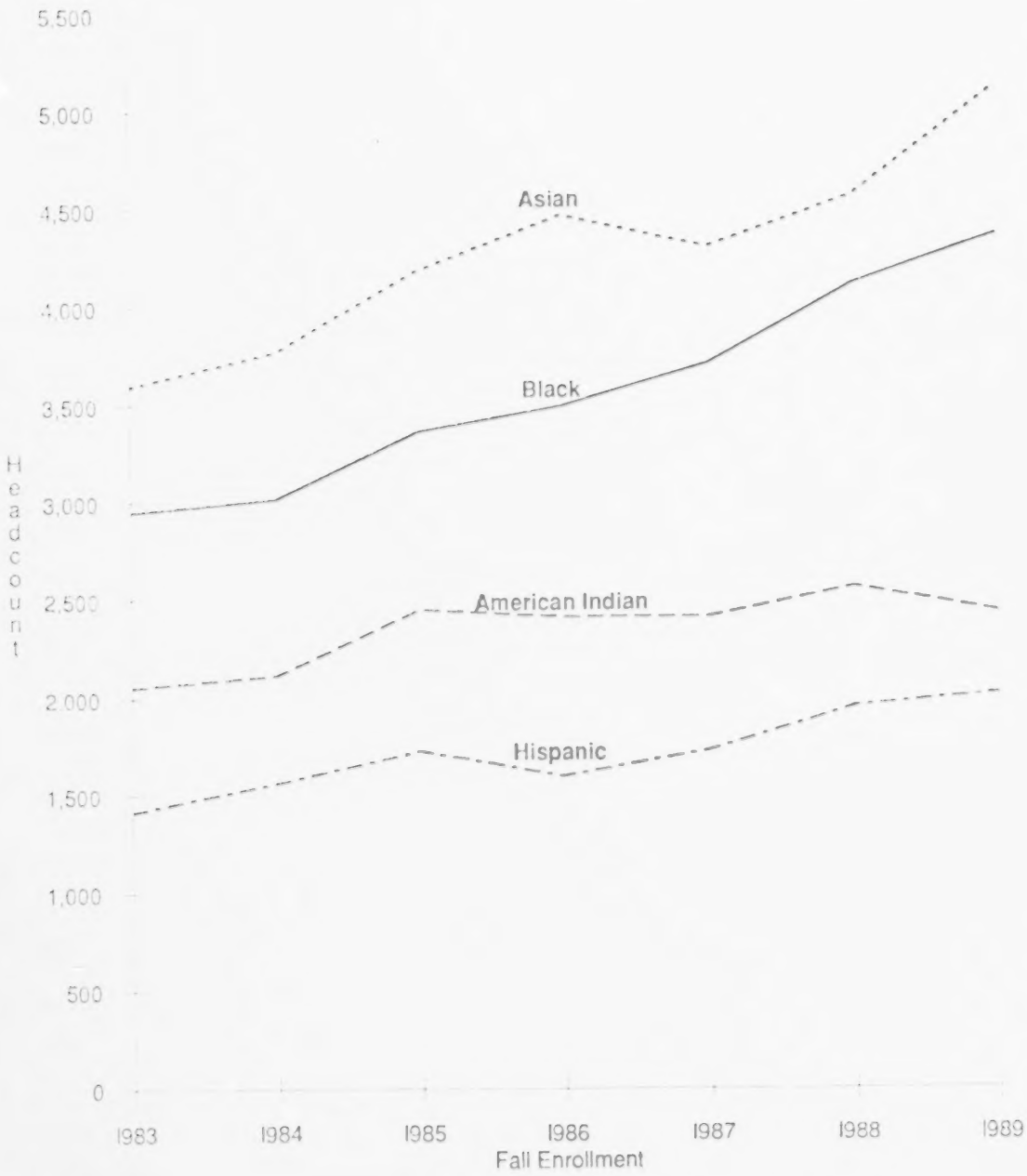
In the area of loan forgiveness as it relates to law enforcement, there is an exciting new program on the horizon. Entitled the Police Recruitment and Education Program (PREP), this program extends the Perkins Loan cancellation program to students and in-service officers who commit to a career with local, state, or Federal law enforcement or corrections.

The program aims to: help America's law enforcement and correctional agencies recruit and retain motivated and capable individuals, and elevate the educational levels of in-service and future officers; provide minorities, women, and disadvantaged youths the opportunity to obtain a post-secondary education and pursue a career in law enforcement; help law enforcement and correctional agencies field a well integrated force that reflects the level of education and racial mix of the surrounding community.

The Perkins loan program provides low interest loans to students with financial need in participating post-secondary institutions. PREP provides that the Perkins loan be completely forgiven at the rate of 15% for each of the first two years of service, 20% for the third and fourth years, and 30% for the fifth year of service as sworn officers.

APPENDIX B

ENROLLMENTS OF MINORITY STUDENTS IN MINNESOTA POST-SECONDARY INSTITUTIONS, FALL 1983 TO FALL 1989



Source: Minnesota Higher Education Coordinating Board

Fall 1989 Headcount Enrollment by Racial/Ethnic Group Report

Table 2
NUMBER OF MINORITIES IN EACH SYSTEM

SYSTEM TOTALS	NUMBER OF MINORITIES	MINORITY PERCENTAGE
State Universities	1797	2.9%
Community Colleges	2307	4.3%
Technical Colleges	2693	7.0%
Private Colleges	2329	4.9%

Source: Minnesota Higher Education Coordinating Board

Fall 1989 Head count Enrollment by Racial/Ethnic Group Report

Table 3

TOTAL NUMBER OF MINORITIES IN EACH OF THE 19 COLLEGES/UNIVERSITIES OFFERING PROFESSIONAL PEACE OFFICER EDUCATION

SCHOOL	NUMBER OF MINORITIES	MINORITY PERCENTAGE
Bemidji State University	233	4.55%
Mankato State University	395	2.44%
Metropolitan State University	407	6.16%
Moorhead State University	174	1.98%
St. Cloud State University	327	2.07%
Winona State University	172	2.55%
Mesabi Community College	118	7.39%
Northland Community College	37	4.02%
Inver Hills Community College	117	2.30%
Lakewood Community College	228	3.99%
Minneapolis Community College	764	20.79%
North Hennepin Community College	111	1.84%
Normandale Community College	261	2.81%
Rochester Community College	144	3.60%
Willmar Community College	26	1.92%
Alexandria Technical College	11	.63%
Hibbing Technical College	14	2.48%
University of St. Thomas	360	3.95%
St. Mary's College of Minnesota	79	3.83%

Source: Minnesota Higher Education Coordinating Board

Fall 1989 Head count Enrollment by Racial/Ethnic Group Report

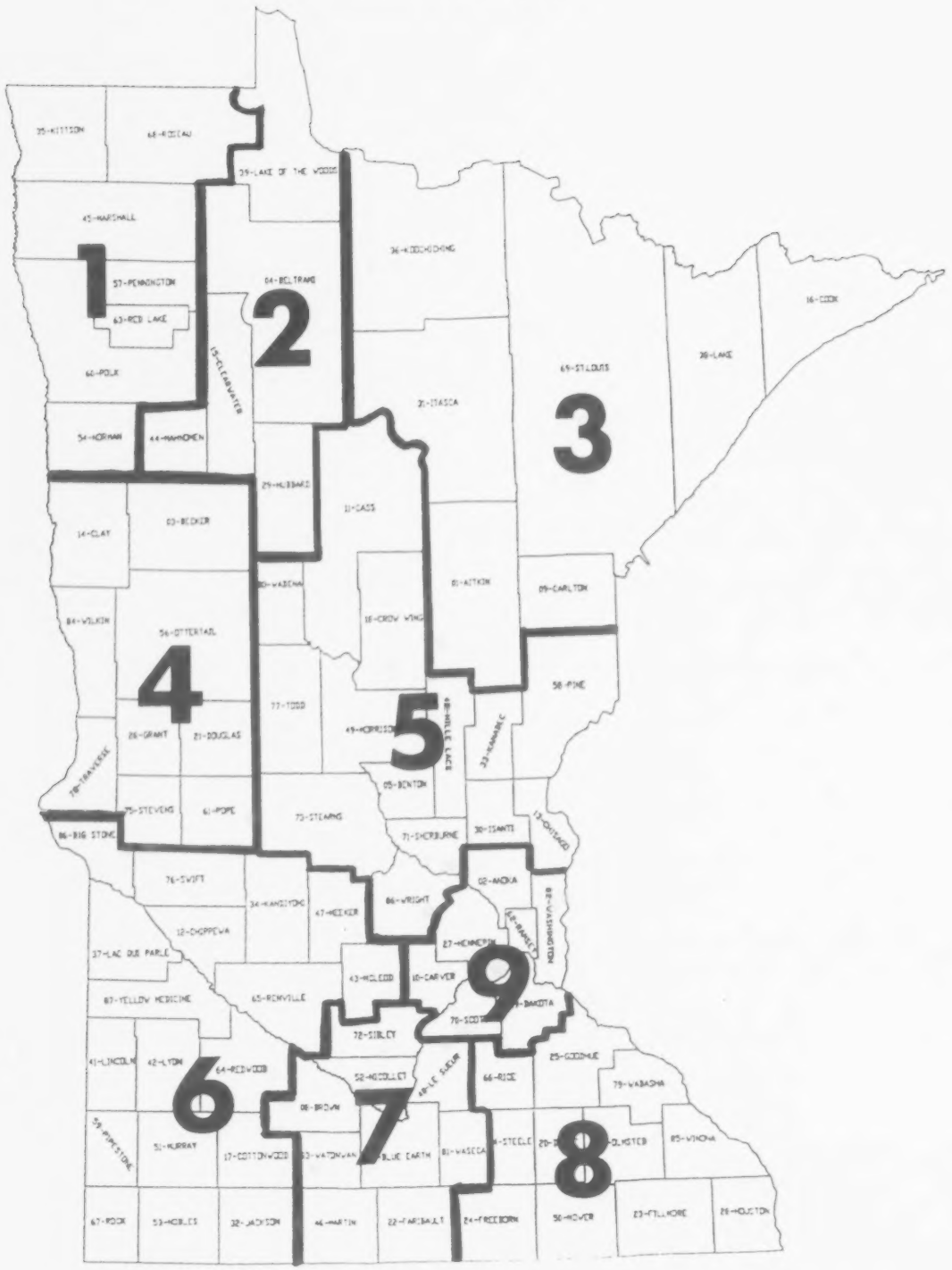
Table 4
TOTAL NUMBER OF MINORITIES ENROLLED IN EACH OF THE PROFESSIONAL PEACE OFFICER EDUCATION PROGRAMS*

SCHOOL	NUMBER OF MINORITIES	MINORITY PERCENTAGE
Bemidji State University	14	5.86%
Mankato State University	9	2.42%
Metropolitan State University	10	9.90%
Moorhead State University	4	3.79%
St. Cloud State University	0	0%
Winona State University	0	0%
Mesabi Community College	6	6.0%
Northland Community College	9	5.20%
Inver Hills Community College	8	4.08%
Lakewood Community College	16	6.37%
Minneapolis Community College	18	31.57%
North Hennepin Community College	6	1.94%
Normandale Community College	11	3.50%
Rochester Community College	1	1.75%
Willmar Community College	4	3.22%
Alexandria Technical College	2	1.48%
Hibbing Technical College	8	3.27%
University of St. Thomas	7	9.85%
St. Mary's College of Minnesota	8	4.28%

*Note: No other data is available to make a comparison.

Source: POST Board July 1990 Affirmative Action Self-Report forms from Peace Officer Education Programs.

Appendix C
POST Training Regions



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A STUDY OF THE

MINNESOTA PROFESSIONAL PEACE OFFICER

EDUCATION SYSTEM

JANUARY, 1991

Suggested Implementation Strategies

MINNESOTA
POST
Board of Peace Officer
Standards and Training

(612) 643-3060 • 1600 University Avenue, Suite 200 • St. Paul, MN 55104-3825

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INTRODUCTION FOR IMPLEMENTATION STRATEGIES

Research has shown that education increases one's intellectual aptitude, improves one's ability to think critically and independently, increases one's ability to understand the complexities of life, results in a higher level of moral development and better work attitudes, and produces better decision-makers. However, education alone cannot create that which takes years of experience to attain in the profession of law enforcement. In order for a discipline to be recognized as a profession and for practitioners to reach a desired level of expertise, a comprehensive knowledge base is essential.

A Study of the Minnesota Professional Peace Officer Education System has described the current Professional Peace Officer Education in Minnesota and the role higher education plays in this process. Based on this report and the language contained in 1990 Laws of Minnesota ch. 553 sec. 13, the POST Board adopted the following policy recommendation on January 24, 1991.

> **The POST Board supports in principle, the attainment of a Baccalaureate degree by all peace officers who aspire to this goal, but does not support mandating a Baccalaureate degree as a prerequisite for licensing.**

Additionally, at the same meeting, and in an effort to strengthen professional education of peace officers, the POST Board adopted the following objectives or "action" recommendations.

- **To enhance the further development of law enforcement as a profession through education.**
- **To enhance the quality of Professional Peace Officer Education and the quality of students attending these programs.**
- **To diversify the law enforcement work force.**
- **To strengthen communication between POST, law enforcement groups, law enforcement faculty and administrators, higher education systems, and peace officers.**

The POST Board recognizes that some of the strategies for implementing these recommendations fall within the purview of cities and counties, higher education, law enforcement, and minority community groups. Therefore, POST Board staff has submitted to these groups and the legislature possible strategies for them to consider, discuss and review. Even though it is the responsibility of the above parties to pursue further action with respect to these suggestions, the Executive Director of POST is available to serve as a liaison/facilitator.

The following are suggested implementation strategies.

SUGGESTED IMPLEMENTATION STRATEGIES:
HIGHER EDUCATION

I. Implementation Strategy:
Establish at a Minnesota university a school of law enforcement whose mission includes undergraduate and graduate education and applied research related to crime and law enforcement.

There are schools of business, education, nursing, engineering, law and medicine. However, in Minnesota, or indeed, in this entire region, there is no school of law enforcement with a comprehensive program. Also, this school would be involved in applied research. Because of its mission, this school would be competitive with other similar schools of criminal justice in attracting students from throughout the region and the country.

II. Implementation Strategy:
Each higher education system should develop an advisory committee which would include higher education administrators, law enforcement faculty, and peace officers to discuss, coordinate, study and make recommendations to the chancellors regarding the Professional Peace Officer Education (PPOE) within each system.

There appears to be a lack of communication between the various higher education systems, as well as a lack of information relating to peace officer licensing within many of the individual programs. The formation of this committee would encourage coordination between law enforcement and higher education on a system-wide basis. Also an advisory committee would encourage communication between systems resulting in awareness of current issues in law enforcement and higher education.

III. Implementation Strategy:
Each higher education system office should appoint a person who has the authority and responsibility to staff the committee, speak on behalf of the system, represent the system at professional education meetings and meet with representatives from the other systems, law enforcement agencies, local units of government, minority community groups and women's organizations and POST. It is suggested that this person have a thorough understanding of higher education issues, and peace officer education trends and issues.

The higher education systems should take a more active role in dealing with their law enforcement programs, law enforcement groups, the legislature and POST. It is important that these representatives be present to explain their systems position on law enforcement education as well as be able to listen and respond directly.

IV. Implementation Strategy:
The higher education systems should provide the same financial and philosophical commitment to law enforcement education that they provide to other professional education programs.

In recent years there has been focus on the education of other professions including nursing, medicine, law and engineering. This has led to strong financial and philosophical commitments to these programs including new physical facilities which meet the needs of the professions. However, in law enforcement this same commitment has been lacking. Without this support, law enforcement cannot grow as a profession and provide communities with the policing which is required in the 1990s. Also, the education study indicates that the State University system produces only 25% of the total number of employees entering the job market. The system currently provides no financial support for clinical skills education component programs. Lastly, there is currently no public state university in the Metropolitan area which offers a Baccalaureate degree in criminal justice or law enforcement.

V. Implementation Strategies:

- **The four higher education systems should develop articulation agreements which would ensure the direct transfer of <u>all</u> two-year law enforcement degree credits to four-year degree programs.**

- **All technical and community colleges should revise law enforcement curricula to ensure that each student's degree plan contained sufficient general education courses to increase the probability of direct transfer to four-year institutions.**

The education study indicates that most four-year degree granting institutions do not accept the entire two-year degree credits earned by law enforcement students in the technical college and community college programs. This results in discouraging many students from pursuing further higher education.

VI. Implementation Strategy:
Each college or university which currently offers the academic component of the PPOE must include the clinical skills component as a part of its degree program.

This would include appropriate faculty, clinical laboratory facilities, and other such resources as required. Additionally they would develop a certificate program which could be completed within three quarters by individuals who hold a degree in disciplines other than law enforcement or criminal justice.

Currently, Hibbing and Alexandria Technical Colleges offer the PPOE in an integrated curriculum as a part of a degree program. Students attending private colleges, state universities and community colleges take their clinical skills after they have earned their degree. This has led to numerous problems.

First, separating the professional education under the current model is not sound pedagogy. Think of a nursing program that required its students to first take courses in chemistry, anatomy and physiology as part of a degree program at a community college or state university, and, after they have earned their degree, requiring them to attend another program at another school which would teach crisis intervention, child bearing health, attendant care to the disabled, and mental health[1].

Secondly there is a lack of internal communication between the higher education systems about the number of students in the academic component and the number of slots available for the clinical skills. This leads to serious delays, in some cases of up to a year or more, for students to enter a clinical skills course. There is a tendency for law enforcement coordinators to not take complete responsibility for their students' receiving the clinical skills component of PPOE. With the current delivery system, students are too often left to fend for themselves in a confusing and disjointed system. This has sometimes led to students not completing their professional education.

Lastly, with the clinical skills component "tacked on" at the end of the program, a perception has developed that one component is more or less important than the other. The academic and clinical skills components must be seen as an integrated whole. PPOE is one program with two inseparable parts. It must be delivered this way so students receive sound and meaningful instruction.

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[1]These are a partial listing of "clinical" courses taught at Mankato State University as a part of its nursing curriculum.

VII. Implementation Strategy:
The PPOE colleges and universities should develop a validated selection process to be administered early in a student's academic career to determine if the student is academically qualified to pursue the PPOE program.

Past testing indicates that some students who have applied to the clinical skills component arrive without necessary academic preparation. Admission tests must be administered earlier in a student's career to ensure they have the minimum academic qualifications to complete the PPOE. If they do not meet these academic qualifications, they should receive necessary remedial assistance or be encouraged to explore alternative career options.

VIII. Implementation Strategy:
Each PPOE college or university should develop literature which clearly describes their peace officer licensure programs and develop a core group of faculty or staff who can be assigned for recruiting duties.

Most of the colleges or universities have an admission staff; however, peace officer licensing is too often not seen as priority. One of the community college's has developed a certificate program for those who already have a college degree and who are interested in a career change. According to its coordinator, the school has not done any marketing or recruiting for this program. This program was originally developed to target women and people of color. Without any recruitment efforts it will be impossible for the school to achieve its goals. Without recruitment being a priority, quality students will not be aware of the programs.

IX. Implementation Strategy:
The higher education systems in cooperation with law enforcement agencies, minority community groups, and women's organizations should develop a comprehensive state-wide recruitment and retention plan to increase the number of women and people of color who pursue and select law enforcement as a career.

Women and people of color continue to be under represented in law enforcement. With minority populations increasing, there is a need for the work force to reflect the community it serves. Higher education, law enforcement, minority community groups, and women's organizations need to focus their efforts on recruiting women and people of color into law enforcement. It is the logical linking of four groups which have vested interests in a successful education program and which should work together to develop effective recruitment strategies. Additionally, higher education and law enforcement

agencies need to research why people leave school programs or law enforcement agencies and respond by developing programs designed to assist these people.

X. Implementation Strategy:
Law enforcement agencies, minority community groups, women's organizations and the higher education systems should jointly develop strategies to provide law enforcement career programs designed for youth.

As with other professions, law enforcement must be competitive in its efforts to recruit individuals into the profession. Therefore, it is important to provide youth exposure to the law enforcement profession through activities such as mentoring programs, grade school and high school career education programs (i.e. magnet programs), and career ladder programs (i.e. parking enforcement, community service officer and police cadet programs).

XI. Implementation Strategy:
Law enforcement agencies, minority community groups, women's organizations and the higher education systems should develop a joint public relations plan.

To effectively recruit women and people of color into law enforcement, the image of law enforcement must become a positive one. There is a need for law enforcement groups, higher education, minority community groups, and women's organizations to work cooperatively in developing a plan to address current recruitment issues. Additionally, there is a need for individual law enforcement agencies to develop public relations plans to address specific relationship issues with the communities they serve.

XII. Implementation Strategy:
Develop at least one endowed chair in law enforcement or criminal justice at a college or university.

An endowed chair would establish the importance of law enforcement within higher education. It would also assist in the expansion of the body of knowledge for law enforcement. This would be similar to the endowed chair in Real Estate at St. Cloud State University.

SUGGESTED IMPLEMENTATION STRATEGIES:
LAW ENFORCEMENT AGENCIES AND LOCAL UNITS OF GOVERNMENT

I. Implementation Strategy:
Law enforcement agencies should actively participate when higher education systems develop advisory committees to discuss, coordinate, study and make recommendations to the chancellors regarding the professional peace officer education within each system.

The formation of this committee would encourage coordination between law enforcement and higher education on a system-wide basis. Also, an advisory committee would encourage communication between systems resulting in awareness of current issues in law enforcement and higher education and their relation to one another.

II. Implementation Strategy:
Law enforcement agencies and local units of government should develop policies which encourage and enable employees to take advantage of higher education opportunities, to include: granting release time to attend classes or altering work schedules to allow for class attendance, and providing financial assistance or promotional incentives for continuing the pursuit of higher education.

A Study of the Minnesota Professional Peace Officer Education System indicated that currently active officers identify lack of money or lack of time as primary reasons for not continuing higher education. The study also indicated that approximately 60% of surveyed officers perceived that their agencies were either neutral or non-supportive of their efforts to obtain higher education.

III. Implementation Strategy:
Law enforcement agencies and local units of government should develop professional and career development models which would result in a higher probability of retaining more educated peace officers.

Meetings with law enforcement groups and local units of government regarding this study showed that there is a perception among some members of these groups that highly educated officers would become bored or lack sufficient challenges which would keep them interested in the law enforcement profession.

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The higher education systems in cooperation with law enforcement agencies, minority community groups, and women's organizations should develop a comprehensive state-wide recruitment and retention plan to increase the number of women and people of color who pursue and select law enforcement as a career.

Women and people of color continue to be underrepresented in law enforcement. With minority populations increasing, there is a need for the work force to reflect the community it serves. Higher education, law enforcement, minority community groups and women's organizations need to focus their efforts on recruiting women and people of color into law enforcement. It is the logical linking of four groups which have vested interest in a successful education program and which should work together to develop effective recruitment strategies. Additionally, higher education and law enforcement agencies need to research why people leave school programs or law enforcement agencies and respond by developing programs designed to assist these people.

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VI. Implementation Strategy:
Law enforcement agencies should design and develop career development programs including career and cultural diversity interagency exchanges between patrol officers.

Interagency exchanges aid in alleviating negative stereotypes surrounding rural, suburban and inner-city peace officers. They would provide culturally diverse experiences for law enforcement professionals. An exchange activity such as this should be viewed as career development, as well as an opportunity for peace officers to share ideas. Also, it is an opportunity to design and provide peace officers with courses on cultural diversity.

VII. Implementation Strategy:
Law enforcement agencies, minority community groups, women's organizations and the higher education systems should develop a joint public relations plan.

To effectively recruit women and people of color into law enforcement, the image of law enforcement must become a positive one. There is a need for law enforcement groups, higher education, minority community groups, and women's organizations to work cooperatively in developing a plan to address current recruitment issues. Additionally, there is a need for individual law enforcement agencies to develop public relations plans to address specific relationship issues with the communities they serve.

SUGGESTED IMPLEMENTATION STRATEGIES:
MINORITY COMMUNITY GROUPS AND WOMEN'S ORGANIZATIONS:

I. Implementation Strategy:
The higher education systems in cooperation with law enforcement agencies, minority community groups, and women's organizations should develop a comprehensive state-wide recruitment and retention plan to increase the number of women and people of color who pursue and select law enforcement as a career.

Women and people of color continue to be underrepresented in law enforcement. With minority populations increasing, there is a need for the work force to reflect the community it serves. Higher education, law enforcement agencies, minority community groups and women's organizations need to focus their efforts on recruiting women and people of color into law enforcement. It is the logical linking of four groups which have vested interests in a successful education program and which should work together to develop effective recruitment strategies. Additionally, higher education and law enforcement agencies need to research why people leave school programs or law enforcement agencies and respond by developing programs designed to assist these people.

II. Implementation Strategy:
Law enforcement agencies, minority community groups, women's organizations and the higher education systems should jointly develop strategies to provide law enforcement career programs for youth.

As with other professions, law enforcement must be competitive in its efforts to recruit individuals into the profession. Therefore, it is important to provide youth exposure to the law enforcement profession through activities such as mentoring programs, grade school and high school career education programs (i.e. magnet programs), and career ladder programs (i.e. parking enforcement, community service officer, and police cadet programs).

III. Implementation Strategy:
Law enforcement agencies, minority community groups, women's organizations and the higher education systems should develop a joint public relations plan.

To effectively recruit women and people of color into law enforcement, the image of law enforcement must become a positive one. There is a need for law enforcement groups, higher education, minority community groups, and women's

organizations to work cooperatively in developing a plan to address current recruitment issues. Additionally, there is a need for individual law enforcement agencies to develop public relations plans to address specific relationship issues with the communities they serve.

SUGGESTED IMPLEMENTATION STRATEGIES:
POST

I. Implementation Strategy:
POST will develop an education program for law enforcement administrators, training officers and higher education system administrators.

There needs to be clarification of the terminology and requirements for Professional Peace Officer Education (PPOE) and licensing. This can be accomplished through a comprehensive communication and education program which would address these issues.

II. Implementation Strategy:
POST would not approve any additional colleges or universities offering only one component of the PPOE.

Currently, PPOE is delivered in a bifurcated manner. With the exception of students enrolled at Alexandria or Hibbing Technical Colleges, students complete the academic component at one institution and the clinical component at another. This results in a variety of problems including student relocation, interruption in study and a back log in students waiting to enroll in clinical skills. Therefore, POST recommends that all new programs seeking POST approval demonstrate how they will deliver both the academic and clinical skills components of PPOE as part of one program.

III. Implementation Strategy:
POST will provide technical assistance to higher education systems, law enforcement agencies, local units of government, minority community groups, women's organizations and the legislature so are able to achieve their respective implementation strategies.

Minorities constitute 4% of Minnesota's population, and have been the most rapidly growing segment of the population since 1980. Between 1980 and 1985, the state demographer estimates that the white population grew about 2% while the non-white population grew more than 30%. In 1980, the percentage of minorities that were work-force eligible (ages 18-64) was 3.3%. However, minorities continue to be underrepresented in the work force. There is a need and a responsibility to ensure that the labor force reflects the population of the community it represents. Female students

outnumber male students by almost 13,000 and account for 53% of the total post-secondary enrollment in the state. However, less than 25% of the enrollment for peace officer education is made up of women and approximately 12% of the people presently being licensed are women.

As stated in the introduction, actual implementation is within the purview of each group, but because of POST's unique position it is available to serve as a liaison or facilitator for these implementation strategies, especially with respect to recruitment and retention of women and people of color into law enforcement.

SUGGESTED IMPLEMENTATION STRATEGIES:
LEGISLATURE

I. Implementation Strategy:
The legislature would allocate funds to assist peace officers in continuing their higher education programs, when it can be demonstrated that these funds are not available from local units of government or law enforcement agencies.

> A Study of the Minnesota Professional Peace Officer Education System indicates that 80% of officers would pursue higher education opportunities if financial assistance was available to do so.

II. Implementation Strategy:
Establish a state-funded grant program for the economically disadvantaged who can not afford the costs associated with entering the law enforcement profession and a similar program for students who will work in Greater Minnesota.

> There is a perception that increased educational requirements for peace officers have an adverse impact on the entry of the economically disadvantaged into law enforcement. Even though financial aid is available to eligible applicants, more of this money needs to be directed to those who are very interested in pursuing careers in law enforcement and cannot afford college. Additionally, a similar program could serve in developing a corps of law enforcement students who would be interested in working Greater Minnesota.

A STUDY OF THE

MINNESOTA PROFESSIONAL PEACE OFFICER

EDUCATION SYSTEM

JANUARY, 1991

Executive Summary

MINNESOTA POST
Board of Peace Officer Standards and Training

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A STUDY OF THE MINNESOTA PROFESSIONAL PEACE OFFICER EDUCATION SYSTEM

Executive Summary

This document summarizes the findings of a major study of the current peace officer education system in Minnesota. This study developed during the 1990 legislative session when Representative Randy Kelly, Chair of the House Judiciary Committee, and Senator Allan Spear, Chair of the Senate Judiciary Committee, introduced legislation which would require people entering Minnesota law enforcement after January 1, 1994 to have a Bachelor's degree. However, this legislation was amended requiring POST to study the educational requirements, including the need to require a Baccalaureate degree, prerequisite to licensure as a peace officer. (1990 Minn. Laws, ch. 553, sec. 13) This document serves to highlight the major points of the completed study.

Historical Development

* During the first three decades of this century, the police in this country were often perceived by the public as being brutal, corrupt and inefficient.

* In an effort to improve the quality of law enforcement, the literature suggested looking at the areas of selection standards and higher education for police.

* Three major issues began to emerge with respect to the selection criteria: first, the need to institute civil service procedures for hiring; second, the establishment of sound selection standards; and third, the abolishment of residency requirements.

* The literature claimed that the problem of police corruption could only be eliminated by having better-educated police executives who were protected by a civil service systems.

* The literature also pointed out the need for education for police officers in promoting sensitivity to minority issues.

* Research has shown that the task of policing is much more difficult than that of other professions, such as medicine, law or engineering.

* The law enforcement community did not have established standards of proficiency and research supported the establishment of regular training courses in connection with police departments of many cities as a new and encouraging development.

* In 1935, the Minnesota Legislature became involved in the education issue for police. It directed the University of Minnesota to become involved in law enforcement education. A task force concluded that the University of Minnesota was not ready for a venture which included collegiate level courses.

* Through this action, the University of Minnesota not only ignored the value of police education and the importance of professional education offered by colleges and universities, but it ignored the serious crime problem at the time in Minnesota.

* The literature identified three problems for the participation of colleges in law enforcement education: lack of motivation for colleges to become involved; lack of proper organization for police education; and lack of competent instructors.

* The development of police education underwent further evolution when the federal government began to provide grants through the George Dean act of 1936. This allowed the reform movement to be continued during the 1940s.

* During the 1950s California became a leader in the field of law enforcement education by establishing training standards for police through its Peace Officer Standards and Training Board.

* In 1967, the President's Commission on Law and Administration of Justice issued the report Task Force Report: The Police. This report outlined the changes needed for policing included sound pedagogy and liberal arts education as the basic components for police education, and extensive coursework on the complex nature of law enforcement in a democratic society. The commission also recommended the development of work-study programs sponsored by police departments.

* The Omnibus Crime Control Safe Streets Act of 1968 served as the next major vehicle for promoting college education for police officers. One section of the law, Law Enforcement Education Programs (LEEP) provided financial aid to students and practitioners who were enrolled in approved law enforcement college programs. LEEP was funded until 1975.

* In 1973, The National Advisory Commission on Criminal Justice Standards and Goals stated that all police officers hired after 1982 should at least have a Baccalaureate degree. It encouraged a phase-in approach.

* In 1977, the Minnesota Legislature implemented a professional model of education for law enforcement.The philosophy behind this program is that a liberal arts education, combined with strong professional education will create a more "well rounded, broad-based" peace officer.

* During the 1989-90 session, Congress passed a bill known as Police Recruitment and Education Program (PREP). Its goal is to increase the number of college-educated police officers by extending the Perkins loan forgiveness program to include individuals in law enforcement.

* In summary, there has been a steady effort throughout the twentieth century to improve the quality of police and police service in this country through increasing the education level of police officers. As police service has diversified and broadened its role, there has been increasing recognition that post-secondary education is a most beneficial means for achieving this end. The question of whether college education in fact is desirable for the law enforcement officer of today will be examined in the next section.

Higher Education

A comprehensive literature review was conducted which provided the following results.

* Research has found that college education increases intellectual aptitudes and the ability to think critically and independently, increases general factual knowledge, decreased conservatism on public issues, and produces students who are generally more open minded, less dogmatic and authoritarian, and more confident of themselves and their abilities.

* When looking at police behavior,it was found that about 70% of a police officer's time is spent on order maintenance and service, while about 10% is spent on actual law enforcement. Therefore a college degree would be beneficial for peace officers, since college has been shown to enhance the exercise of judgement and discretion.

* A college degree attracts better quality persons to police work and contributes to the overall image of the police force.

* Characteristics of the better police officers are: less

authoritarian, more liberal and less rigid, and more attentive to social problems, better report writers, more effective job performers, better communicators, more apt to use discretion wisely, more sensitive to minorities, have fewer disciplinary problems, more willing to experiment, more likely to prefer leadership roles, and more likely to engage in decision-making.

* Characteristics for non-college educated police officers are a preference for scheduled and daily routine, more likely to be aggressive and counterattack persons who are belligerent or aggressive, more likely to want to be supervised as opposed to making decisions without guidance, and less imaginative and innovative.

* The chief administrators of law enforcement agencies are the major impediments to increasing the educational level of officers.

* Although the issue of professionalization is still a debated topic in policing, the fact that police officers work in a dynamic environment and need to possess broad-based knowledge and skills, probably validates higher education as a requirement for police officers in itself.

* Qualities of an ideal police officer include intelligence, tolerance, understanding and appreciation of cultural differences, values supporting controls on police conduct, emotional control and self-discipline. A significant correlation was found between the attributes college education has been found to develop and those desirable in police officers.

* There exists a strong sense of opinion among many within the field that a college degree as a prerequisite to police service is ill-advised and possibly detrimental. The literature suggested academic training seemed irrelevant to many police job tasks and evidence suggested that liberal education may not affect authoritarianism.

* Contemporary literature on police education, concluded that college educated officers may experience a higher level of job dissatisfaction as a result of boredom. The dilemma is whether college educated officers perform better because of a better understanding of human behavior, or will the routine nature of police work decrease their level of performance. Some suggested that it is the nature of the police work environment, and not the education level of the officers who perform the work, which is at issue.

* As with any position, after two or three years on the job, the potential for boredom exists for all police officers,

regardless of their education level.

* An opinion commonly voiced by opponents of college education for police officers is that police officers need not education, but "common sense" or "street smarts" to efficiently and effectively perform their jobs.

* In conclusion, the "common sense" argument to college education for police is basically a problem of perception.There are no clear answers to the question of whether or not a college education can enhance police officer performance. Indeed, there exists no concrete evidence to support the idea that education is a beneficial prerequisite for entry into any profession. Nevertheless, the knowledge and skills required to perform the requirements of any given profession must utilize the knowledge and benefits that higher education provides a profession.

Development Stages of Professions

* The chief rationale for higher education for police has been that education will raise law enforcement to the status of a profession.

* In their attempts to define the term profession, earlier researchers attempted to use a set of traits or qualities. It was as though the occupation was a profession if it possessed all of the predetermined elements, and if it did not, it was not a profession. This is termed the taxonomic model.

* The continuum model stated that professionalism is a matter of degree. Professionalism should properly be regarded as a continuum rather than a cluster of attributes.

* Although each profession differs from the others in important respects,several common terms emerge: a specialized body of knowledge, a specialized training or education, a code of ethics, service, and a commitment.

* The theme which runs through the above list is that for an occupation to have a high level of professional development, it must have a strong educational base. Thus education is central to the formation of a professional and the development of a profession.

* It is the opinion of some that through education, the "authority" of the position is replaced by "expertise".

* Professional schools exist in the context of a college or university setting with standard programs of study, academic

degrees and research activities. They serve by providing an opportunity to gradually expose the student to the culture of the profession. Therefore, the professional school has two primary functions; education of the person entering the occupation and the expansion of the body of knowledge through research.

* The key element in the development of a profession is the professional school and the education and research that goes with such a school. There is at the present time no such professional law enforcement school in Minnesota. Additionally, the growth and development of law enforcement as a discipline is being severely stunted and impaired. Without this cornerstone of professionalism, law enforcement can not be known as a profession in the full sense of the word.

History and Development of Educational Model

* In 1977 the Minnesota Board of Peace Officer Standards and Training (POST) was created by action of the Minnesota legislature. It has the authority to license peace officers, replacing the certification system of its predecessor. the POST Board is a state agency and it is classified as an occupational licensing board.

* The intent behind the creation of POST Board: 1. the development of professionalism within the law enforcement occupation; 2. the shifting of the burden of pre-service education from local units of government to the individual wishing to pursue a law enforcement career by using the existing Minnesota higher education system; 3. developing standards of conduct designed to increase the public trust in law enforcement; and 4. reducing civil liability by establishing minimum pre-service and continuing education standards, and minimum selection standards.

* The Board of Peace Officer Standards and Training is composed of 15 members, 14 of whom are appointed by the governor to serve four-year staggered terms.

* The POST Board is authorized to establish minimum education requirements for entry level peace officers, to certify and provide technical assistance to educational institutions providing this pre-service education, to identify and ensure compliance with requirements for renewal of the peace officer license in the area of continuing education, to administer licensing examinations, to develop and enforce standards of conduct and to develop minimum selection standards for entry level officers, and to conduct studies relative to peace officer standards and training.

* The POST Board is committed to the principle that law enforcement is a profession, and thus the professional model of a broad-based education combined with sound professional education must be used in educating future peace officers.

* The Board is also committed to the tenets of cultural diversity, and has consistently promoted constructive efforts to recruit persons of color and women into the law enforcement profession.

* One of the intentions of the legislature in the creation of the POST Board, was to utilize the resources of the existing Minnesota higher education system to provide the pre-service education for future peace officers.

* Individuals interested in pursuing a career in law enforcement complete the Professional Peace Officer Education (PPOE) by earning either a two-year or four-year degree at one of 19 Minnesota colleges or universities. Students must also complete a clinical skills program as either a part of or as an extension of their academic degree program.

* Students with a two-year or four-year degree outside the law enforcement discipline may enter certificate programs, similar to teaching certificate programs.

* The PPOE is provided through the means of learning objectives which match the educational information taught.

* The learning objectives were therefore a response to two needs: the need for consistency or uniformity of curricular experiences, as well as an acknowledgement that diversity could and should exist between programs.

* The fact that several different higher educational systems are involved in the professional peace officer education process results in a diversity of educational choices for prospective law enforcement students.

* In 1989, the POST Board enacted an administrative rule which requires each certified institution to submit a renewal application for certification every five years, beginning in 1990.

* The peace officer licensing examination is designed to identify those students who have attained a certain level of proficiency in law enforcement related theory and practice. The exam is given after completion of the professional education and receiving a degree.

* An individual is not licensed until all education has been

completed and all minimum selection standards are met.

* Continuing education serves as one way to insure that career development opportunities are available to peace officers.

Higher Education and its Relationship to Law Enforcement

* Minnesota is still the only state that depends exclusively on its higher education system to provide all law enforcement education for those wishing to pursue careers in this field.

Technical Colleges:

* Alexandria and Hibbing Technical Colleges offer their Professional Peace Officer Education in an integrated curriculum format. Additionally, they offer a clinical skills component for the Community College, the State University and the private college students after they complete their degree program.

* The stated mission of the Technical College System is "to provide ethical and innovative leadership for occupational education."

Community Colleges:

* The mission of the Minnesota Community Colleges includes providing liberal arts and technical education degree programs that can be transferred to count toward baccalaureate programs and/or entry into the employment market.

* One half-to two-thirds of the courses offered in associate degree programs in the community colleges are liberal arts courses.

State Universities:

* It is the mission of the Minnesota State University System to "provide high-quality, accessible education which will enrich individual lives, increase economic opportunity, and contribute to the community."

* None of the state universities offer the clinical skills component of the PPOE, even though they offer the clinical components for teacher education, nursing, engineering, and other professional education programs.

Degrees Awarded:

* The Technical Colleges provide the graduating student with an Associate of Applied Science Degree (AAS). The AAS degree in the technical college system is designed as a terminal degree, and is heavily concentrated in occupational courses, with approximately 30 quarter credits of the 90-credit degree program being in general education courses, and the remaining 60 credits being in law enforcement-related occupational courses.

* The law enforcement programs in the community colleges are designed to facilitate transfer to institutions offering the Baccalaureate degree. All of the general education courses transfer as equivalent courses to those in lower division at four-year institutions. One-half to two-thirds of the courses in the Associate degree programs in the community colleges are general education courses, the number of courses depending on the type of degree (AAS, AS or AA). The specialized law enforcement courses either transfer as equivalent courses in law enforcement/criminal justice or as degree electives.

* State University and Private College programs offer Bachelor of Science (BS) and Bachelor of Arts (BA) Degrees.

Transfer Issues:

* Under transfer policies for acceptance of credits proposed by the State University and Community College systems, any student who transfers with an AAS degree would be granted credit at the receiving institution for the general education credits, 24 credits of occupational program electives, and further credit for any courses judged by faculty at the receiving institution to be comparable or equivalent to courses they offer. Under this proposed system any students who transfer with an AAS degree would receive 32 credits of general education, 24 credits of occupational program electives, and further credit for any courses judged by faculty to be comparable or equivalent. Inter-system articulation efforts are planned for course-by course review to judge equivalency.

* The technical colleges offer an AAS degree and at this time their is no articulation agreement for transfer.

* Associate of Arts and Associate of Science degrees from the Community Colleges are designed to facilitate transfer to institutions offering the Baccalaureate degree. All of the general education courses transfer as equivalent courses to those in lower-division at four-year institutions. The law enforcement courses may transfer either as equivalent courses in law enforcement/criminal justice or as degree electives. Under an agreement with the State University System an Associate of Arts degree is transferable and counts toward the

first two years of a four year degree.

Geographic Access:

* Geographic access is further enhanced by the "Common Market" program. This agreement between the State Universities provides opportunities for students enrolled in any one state university to take courses at any other state university.

* "Extended Campus" programs provide yet another type of access which involves bringing the college to the student rather than the student to the campus.

Commitment to Diversity:

* Technical Colleges, State University and Community College systems have set institutional goals for recruitment, enrollment, and retention of racial and ethnic minorities and women.

* According to the Higher Education Coordinating Board (HECB), there is a rapid increase of growth among Minnesota's minority populations.

* In the past five years, the number of minority students enrolled in post-secondary institutions increased by about 2,000.

Future Growth and Direction of Law Enforcement Programs:

* Counseling students in career objectives and assisting them in selecting programs that best meet their objectives.

* Establishing transfer relationships with the three public higher education systems involved in peace officer education.

* Addressing cultural diversity and gender-fair issues.

* Accessing the future peace officer employment vacancies.

Current Issues in Higher Education:

* The HECB is a state agency which addresses current issues in higher education.

* The HECB cited three issues of particular importance as they relate to law enforcement education: creative use of financial aid mechanisms; the development of a new urban university; and cultural diversity.

* In summary, this chapter provides an overview of higher education and current issues as they relate to law enforcement

education.

Salary and Labor Trends

* The present system of PPOE closely parallels the educational preparation for practitioners of other licensed occupations.

* Peace officers are a unique occupational group in that their professional employment by definition must always occur through a governmental body.

* At the present time (1990) there are just over 7500 licensed peace officers in the state.

* One reason for the overall increase in the number of licensed peace officers is due to the increased utilization of peace officers working on a part-time basis.

* The number of law enforcement students taking the peace officer licensing examination and who have graduated from four-year degree programs is presently about 25%.

* Based on the data and figures available law enforcement as a profession has yielded about the same relative level of starting wages as other similar occupations throughout the decade since peace officer licensing was instituted.

Current Educational Level of Peace Officers in Minnesota

* A random sample of Minnesota's 7501 licensed peace officers was conducted. 1500 surveys were mailed out, 915 were returned for a 61 percent response rate. The sample was drawn from the 9 regions within the state.

* Peace officers in this sample were overwhelmingly white(98%) males (95%); average age 38.4 with 13.6 years police experience; 70% worked for city police departments while 29% worked for sheriff's agency and 1% other state law enforcement agencies; 50% worked in agencies that employed less than 30 officers.

* Sixteen percent of the officers in this sample indicated they had taken college credits within the last twelve months, while 48 percent have taken college credits since they were hired.

* Twenty-nine percent of the officers have at least a 4-year college degree, while 70 percent have at least a 2-year

college degree.

* Officers in Minnesota have favorable attitudes about college education.
* Over half of the officers in the state of Minnesota (54%) will either have a four-year degree or will get one within the next five years.

* If scholarships were available, 83 percent said they would be willing to continue their college educations.

* Nineteen percent indicated their agencies did offer pay incentives while 80 percent said they did not.

* Officers with college degrees are more likely to perceive that agencies offer pay incentives for taking college credits than are officers with high school educations.

* Officers chances of receiving pay incentives from their agency depends in part on the region the agency is located in and the size of the agency. Officers in smaller agencies are less likely to receive pay incentives than are officers from larger agencies.

* Thirty-six percent of the officers indicated their departments offered help with tuition while 62 percent said they did not.

* Officers with college educations were three times as likely to perceive agency support for higher education than were high school educated officers.

* Officers from larger agencies were more likely to receive tuition assistance than were officers from smaller agencies.

* Thirty percent of the officers indicated their agencies were willing to adjust their schedules for college classes whereas 67 percent said their departments were unwilling to do this.

* Officers with college degrees were more likely than other officers to perceive support by their agencies for continuing college educations.

* Administrators and front line supervisors were likely to see their agencies as being supportive of college education, more so than patrol officers.

* The raw data indicated that the majority of officers are against the four-year degree as an entrance requirement.

* Officers with college degrees are more likely to support the four-year degree requirement than were officers without the

degree.

* Officers who are planning on pursuing a degree in the next five years were twice as likely to support this requirement than were officers not planning on pursuing the degree.

* Officers with college degrees are in favor of degrees for promotion.

* Officers do not perceive the requirement of a four year degree causing a negative effect on law enforcement.

* Officers with college educations perceive the requirement as an impetus for increasing the effectiveness of law enforcement in Minnesota.

* Officers with high school educations see this requirement as having no effect or a decreased effect.

* Forty-four percent said they would not have become a law enforcement officer in Minnesota if a four year degree was the minimum requirement for hiring. Younger officers said they would still enter law enforcement. Also female officers are more likely than male officers to indicate they would still enter law enforcement.

* The majority of the officers do not believe the four year degree requirement will have a negative impact on law enforcement but they do not see it increasing effectiveness either.

* Officers hired after the implementation of the two year degree in 1979 are more open to the possible positive effects a four-year degree would have on the effectiveness of law enforcement in the state of Minnesota.

* Only 26% of the new officers appointed in 1989 had Baccalaureate degrees.

In summary education promotes the development of characteristics that are necessary, given the complexity of the changing society and demands placed on the peace officer of today. The object of education is to provide the individual with a pattern for interpreting and utilizing knowledge that they learn. It provides individual understanding and enables judgements to be made based on knowledge.

This report has described the current Professional Peace Officer Education system in Minnesota and the role higher education plays in this process. Based on this report and the language of 1990 Laws of Minnesota ch. 553 sec 13, the POST Board adopted the

following policy recommendation on January 24, 1991.

> The POST Board supports, in principle, the attainment of a Baccalaureate degree by all peace officers who aspire to this goal, but does not support mandating a Baccalaureate degree as a prerequisite for licensing.

Additionally, at the same meeting, and in an effort to strengthen professional education of peace officers, the POST Board adopted the following objectives or "action" recommendations.

- To enhance the further development of law enforcement as a profession through education.
- To enhance the quality of Professional Peace Officer Education and the quality of students attending these programs.
- To diversify the law enforcement work force.
- To strengthen communication between POST, law enforcement groups, law enforcement faculty and administrators, higher education systems, and peace officers.

The POST Board recognizes that some of the strategies for implementing these recommendations fall within the purview of cities and counties, higher education, law enforcement, and minority community groups. Therefore, POST Board staff has submitted to these groups and the legislature possible strategies for them to consider, discuss and review. Even though it is the responsibility of the above parties to pursue further action with respect to these suggestions, the Executive Director of POST is available to serve as a liaison/facilitator.